



City of Westminster

# Cabinet Member Report

<b>Decision Maker:</b>	Cabinet Member for Planning & Economic Development
<b>Date:</b>	14 November 2024
<b>Classification:</b>	General Release
<b>Title:</b>	Westminster City Plan Partial Review submission to the Secretary of State
<b>Wards Affected:</b>	All
<b>Strategic Context:</b>	Amendments to the adopted City Plan Partial Review reflecting on Fairer Westminster Strategy and addressing the Climate Emergency Action Plan.
<b>Key Decision:</b>	Yes, due to significant impact on all wards.
<b>Financial Summary:</b>	The resourcing of the submission of the draft City Plan Partial Review to the Secretary of State and funding of the examinations will be met from existing budgets.
<b>Report of:</b>	Executive Director for Corporate Services.  Executive Director Regeneration, Economy & Planning

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## **1. Executive Summary**

- 1.1 This report asks the Cabinet Member to agree that the draft City Plan Partial Review can be submitted to the Secretary of State pursuant to Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 before 30<sup>th</sup> November 2024

## **2. Recommendations**

That the Cabinet Member for Planning and Economic Development:

2.1 Approves the resulting list of modifications contained in Appendix 1 as a result of public responses to the Regulation 19 consultation on the draft City Plan Partial Review;

2.2 Approves the draft City Plan Partial Review and the supporting documents listed in Appendix 2 for submission to the Secretary of State for approval by way of the Examination;

2.3 Delegates authority to the Executive Director for Regeneration, Economy and Planning, in consultation with the Cabinet Member for Planning and Economic Development, to make modifications to the City Plan Partial Review and its accompanying documents throughout the Examination as necessary.

## **3. Reasons for Decision**

- 3.1 The existing Westminster City Plan was adopted in April 2021 and alongside the London Plan, made neighbourhood plans, and supplementary planning documents, provides a comprehensive framework for determining planning applications in Westminster. The adopted City Plan replaced old policies contained in the November 2016 City Plan and previously saved Unitary Development Plan policies, ensuring Westminster's planning policies fully aligned with the most recently adopted London Plan and national policy.
- 3.2 In 2022 the council conducted a focused review of the City Plan to ensure it responds to the council's ambitions for a Fairer Westminster as articulated in its Fairer Economy, Fairer Environment, Fairer Housing, Fairer Communities and Fairer Council strategies. As a result, it was identified that amendments are required to the topics of affordable housing, retrofit, and a number of site allocations should be included.
- 3.3 The scope of City Plan Partial Review includes:
  - Updates to the Policy 13 Affordable Housing with a view to increasing the amount of social housing that is delivered and to better meet the high affordable housing challenges the city faces.

- A new Policy 43 Retrofit First prioritising reuse and refurbishment of existing buildings where appropriate to ensure future development better responds to the climate emergency and achieves a better balance between sustainability and growth.
- The inclusion of four site allocations: Policy 8 St Mary's Hospital, Policy 9 Westbourne Park Bus Garage, Policy 10 Land Adjacent to Royal Oak, Policy 11 Grosvenor Sidings to help shape and unlock development at these key underutilised sites.

#### 4. Background, including Policy Context

- 4.1 The council's approach to the scope of the review is consistent with guidance in the 'Plan Making' PPG<sup>1</sup> that "*a local planning authority can review specific policies on an individual basis*". Furthermore, the limited scope of the Partial Review has been consistently made clear since work was initiated in late 2022. The council's [Regulation 18 Statement](#) set out the scope of the Partial Review to all stakeholders, as did page 3 of an updated [Local Development Scheme](#). The Local Development Scheme also outlined at page 3 the intention to commence a full review of the plan post the adoption of the partial review. The scope was then reiterated at Regulation 19 consultation, through all consultation events, on the council's [consultation portal](#), and through the presentation of the [Regulation 19 document](#) (see explanatory box on page 4) and the [Plain English guide to the Partial Review](#).
- 4.2 The council's approach to limiting the scope of the review is consistent with guidance in the 'Plan Making' PPG<sup>2</sup> that "*a local planning authority can review specific policies on an individual basis*".
- 4.3 The initial notification of and consultation on the intention to revise the adopted City Plan Partial Review (Regulation 18) was carried between 6th October – 17th November 2022. A series of informal engagement activities were undertaken by the council from October 2023 through to January 2024. These engagement activities are not statutory in nature but have been conducted in accordance with the new Statement of Community Involvement and with Fairer Westminster's commitment to improve transparency and involve the community throughout policy development.
- 4.4 In accordance with Regulation 19, formal consultation on the draft of the Plan was carried out for eight weeks between 14th March 2024 and 08th May 2024. This formal consultation stage was accompanied by a Consultation Statement, Duty to Co-operate Statement, an Integrated Impact Assessment

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<sup>1</sup> Paragraph: 069 Reference ID: 61-069-20190723 / Revision date: 23 07 2019

<sup>2</sup> Paragraph: 069 Reference ID: 61-069-20190723 / Revision date: 23 07 2019

(including the Reasonable Alternatives' Appraisal), supporting evidence, and topic papers.

- 4.5 Paragraph 35 of the National Planning Policy Framework 2023 (NPPF), which constitutes the legal framework for this City Plan Partial Review, sets out the four tests for soundness of a policy as follows:

**Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;

**Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;

**Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and

**Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework.”

- 4.6 Consultation responses received have been considered in terms of the extent to which they raise issues of soundness.
- 4.7 The City Plan Partial Review is necessary to deliver the Council's priorities set out in the Fairer Westminster Strategy and will help deliver upon a number of key commitments. This includes:
- better meeting the housing needs of residents, families and social care users through the provision of more genuinely affordable housing, the majority of which is for council rent through a change to our affordable housing policy (Fairer Housing);
  - taking ambitious action on climate change with the aim of becoming a net zero council by 2030 and a net zero city by 2040 developments through the introduction of a retrofit first policy (Fairer Environment)
  - resilient economy that delivers growth and benefits for all residents today and in the future in the delivery of site allocations policies for key sites in the city (Fairer Economy).

## 5. Regulation 19 consultation

- 5.1 102 consultees submitted responses on the Regulation 19 draft City Plan Partial Review from a cross section of organisations – as shown in Table 1 below.

Consultee Type	Number of responses
Charities, campaign groups and other clubs/associations	6
Consultancy firms and professional networks	14
Statutory consultees	13
Business and trade associations	4
Neighbourhood Forums, Amenity Societies and Residents' Associations	10
Individuals	28
Developers, landowners and real estate companies	27

- 5.2 Policy 43 Retrofit First drew the most attention of the respondents overall and from institutional stakeholders. Policy 10, site allocation on land adjacent to Royal Oak drew the most attention from local residents.

Policy	mentioned in No of representations		
	TOTAL	individuals	institutions
<b>Policy 8 St Mary Hospital</b>	12	3	9
<b>Policy 9 Westbourne Park Bus Garage</b>	12	1	11
<b>Policy 10 Land adj. to Royal Oak</b>	25	14	11
<b>Policy 11 Grosvenor Sidings</b>	16	5	11
<b>Policy 13 Affordable Housing</b>	22	3	19
<b>Policy 43 Retrofit First</b>	61	1	60

- 5.3 All representations made during the consultation are set out in detail in the Submission Consultation Statement, together with the Council's response to the matters raised and, where applicable, explaining how consultation feedback has been taken into account. When comments have led to no modifications, the reasons why are set out.

### Soundness of the policies

5.4 Where soundness issues were raised the council has produced supplementary evidence and engaged closely with these bodies to draw up Statements of Common Ground setting out our respective positions. Where appropriate, we have agreed to proposing modifications to the Plan to resolve the objections. These modifications are set out in Appendix 1.

### **Clarity, understanding and application of the policies**

5.5 The majority of comments on the Plan did not relate to soundness, however many comments pointed out where we can improve the clarity, understanding and application of our policies. These have been addressed by suggesting a series of modifications, mainly re-phrasing, to the policies. These modifications are included in the schedule set out in Appendix 1.

### **New evidence and advice**

5.6 The response to Regulation 19 representations and the proposed modifications are underpinned by supplementary evidence considering refined evidence with direct references to the current construction practice, availability of technologies and materials specific to Westminster:

- Embodied carbon evidence paper
- Embodied carbon baselining
- Addendum to the Viability Study

5.7 Whilst responding to Regulation 19 representations has resulted in a substantial number of modifications now being proposed, doing so is with the intention of making policies clearer whilst maintaining the original policy intention, and making the examination process smoother. Informed by the outcome of an advisory visit from the Planning Inspectorate on 17<sup>th</sup> July 2024, officers are of the view that the nature of the modifications proposed does not result in a need to re-visit Regulation 19 consultation in advance of submitting the plan for examination.

### **Status of proposed modifications**

5.8 Finally, it should be noted that the Plan that is submitted and will be the subject of the Examination in Public is the Plan as consulted under Regulation 19. The council has no powers to modify the Plan at this stage (doing so would trigger a new Regulation 19 consultation). It is for the Planning Inspectorate to assess if any modifications (including those recommended by the council) are needed for the Plan to be found sound. In this sense, some of the modifications that the council may put forward at submission stage may not be in any final City Plan (e.g. the Inspectors may consider the policy is sound as consulted on, and that no further changes are needed).

## **6. Regulation 22 Submission to the Secretary of State of the draft City Plan Partial Review**

- 6.1 The council considers the Regulation 19 draft City Plan Partial Review to be sound. The pre-submission modifications do not change the intention of any of the new or revised policies and instead seek to make the original policy clearer. They are therefore not considered to be sufficiently major to require a repeat of the Regulation 19 stage of consultation.
- 6.2 Therefore, it is proposed to submit the draft City Plan Partial Review and its supporting documents to the Secretary of State for consideration by an independent Inspector under Regulation 22 of the Town and Country (Local Planning) (England) Regulations 2012.
- 6.3 Those core documents that will be submitted alongside the Regulation 19 draft City Plan Partial Review, as follows:
- (a) [Regulation 19 draft City Plan Partial Review](#)
  - (b) Schedule of modifications
  - (c) [Regulation 19 Policies Map](#)
  - (d) [Schedule of changes to Policies Map](#)
  - (e) Submission Policies Map
  - (f) Addendum to the Schedule of Changes to the Policies Map
  - (g) [Regulation 19 Integrated Impact Assessment](#)
  - (h) [Regulation 19 Integrated Impact Assessment Appendix VIII Reasonable Alternatives Appraisals](#)
  - (i) [Regulation 19 Integrated Impact Assessment Appendix IX Policy Appraisals](#)
  - (j) [Regulation 19 Equalities Impact Assessment](#)
  - (k) [Habitats Regulation Assessment Screening](#)
  - (l) [Statement of Community Involvement](#)
  - (m) [Regulation 19 Consultation Statement](#)
  - (n) Submission Consultation Statement
  - (o) Regulation 19 Full Reps
  - (p) [Regulation 19 Duty to Cooperate Statement](#)
  - (q) Submission Duty to Cooperate Statement
  - (r) Local Development Scheme Update
  - (s) Submission Notice Statement
  - (t) Statement of Conformity with the London Plan
  - (u) Schedule of Policies
  - (v) [Adopted City Plan 2019-2040](#)
  - (w) [Adopted London Plan 2021](#)

- 6.5 Other supporting papers including those that were published at Regulation 19 consultation, which will be submitted alongside the City Plan, are listed in Appendix 2. The set will assist the Planning Inspector to understand how existing evidence has informed the development of policies (topic papers) and how the Council has worked with stakeholders to resolve objections raised at Regulation 19 (Statements of Common Ground).

## **7. Next Steps**

- 7.1 Once the City Plan Partial Review is submitted to the Secretary of State, the timeline from submission to adoption is in the hands of the Planning Inspector, and will progress in the following stages:
- Regulation 23 – Inspector appointed (December 2024)
  - Regulation 24 – Independent examination (TBC, potentially January/March 2025)
    - Clarification questions issued to the council for response
    - Examination in Public is held where the policies are scrutinised further to assess whether they are legally compliant, sound (i.e. positively prepared, justified, effective and consistent with national policy) and accord with the Duty to Cooperate.
    - During the Examination, the Inspector may decide that some of our changes made between Regulation 19 and submission are unnecessary, so will exclude them. Inspector may also decide that more changes are made, which they have the power to include.
  - Regulation 25 – Main Modifications Consultation (TBC, potentially April/May 2025)
    - The council consult again on the final version of the policies following the changes agreed at Examination
  - Planning Inspector Report Published (June 2025)
  - Regulation 26 – Adoption (TBC, potentially July 2025)
    - The policies are then taken to Full Council for agreement to adopt the policies to become part of the City Plan

## **8. Financial Implications**

- 8.1 There are limited financial implications with the continued progression of the revision to the City Plan Partial Review - the costs associated with the examination will be met from existing budgets.

## **9. Legal Implications**

- 9.1 The procedures set out in the Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004 and the Town and Country



Planning (Local Planning) (England) Regulations 2012 have been carried out and the council is satisfied that all legal requirements have been met.

- 9.2 Section 26 of the Planning and Compulsory Purchase Act 2004 requires that revisions to development plan documents (DPDs) go through the same statutory procedures as new DPDs. These consultation requirements have been carried out. Officers consider that the draft City Plan Partial Review meets the 'soundness' tests as set out in paragraph 35 of the National Planning Policy Framework and that the policies in the draft City Plan Partial Review are supported by relevant evidence focused on justifying the policies concerned.

## **10. Carbon Impact**

- 10.1 It is mandatory to include the carbon impact of the decision proposed in all reports as part of the Council's commitment to becoming a carbon neutral council by 2030 and a carbon neutral city by 2040.
- 10.2 A partial revision to the City Plan incorporates stronger policies on retrofitting and is expected to have a significant positive impact on embodied carbon by incentivising retrofitting and re-use of existing buildings as part of their development. A stronger policy approach to retrofitting will also guide management of Westminster's significant existing heritage building stock as development takes place, to ensure it is fit for purpose in the context of the climate emergency.

## **11. Impact on the environment**

- 11.1 A formal Integrated Impact Assessment (IIA) was published alongside the Publication Reg19 draft City Plan (see 7.4). The IIA assesses in detail the impact on the environment and sustainability. The IIA shows that overall, the draft policies will be beneficial for environmental quality in Westminster.

## **12. Health, wellbeing impact assessment, including health and safety implications**

- 12.1 The health and well-being assessment was undertaken as part of the Integrated Impact Assessment (see 12.1). The IIA also includes a crime safety assessment. The IIA shows that the draft policies will be beneficial for health and wellbeing in Westminster.

## **13. Equalities implications**

- 13.1 The equalities implications of the policies in the draft City Plan Partial Review have been assessed as part of the Integrated Impact Assessment (IIA, see sections 12 and 13 of this report) and published separately in the Equalities Impact Assessment as part of Regulation 19 consultation (see 7.4). This

shows that none of the proposed policies are expected to have a negative impact on any of the groups with protected characteristics under the 2010 Act and the Public Sector Equalities Duty has been met. Completion of the IIA is an iterative process, so the document will be kept updated as the plan proceeds through examination, ensuring that any equalities issues that arise as modifications are made to the Plan will be identified and can be considered.

## 14. Consultation

14.1 All required and appropriate consultation in accordance with the Town and Country (Local Planning) (England) Regulations 2012 has been carried out and in accordance with the Council's Statement of Community Involvement (August 2023). Consultation with the following groups was undertaken for a period of eight weeks from 14<sup>th</sup> March 2024 as part of Regulation 19 consultation:

- All Members
- Statutory consultees, including those subject to the statutory duty to cooperate (regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012) and the 'specific consultation bodies' as defined in regulation 2 of those Regulations
- The Mayor of London and the GLA family
- Neighbouring boroughs
- The "general consultation bodies" defined in regulation 2 of the 2012 Regulations – voluntary bodies and those representing different racial, ethnic or national groups; those representing different religious groups; disabled people; and the interests of those carrying out business in Westminster. This has been done through the Planning Policy database. The database currently comprises about 1,700 consultees including members of the public, businesses and residents' groups.
- Internal consultees within the city council, including the Executive Leadership Team and senior managers.

14.2 When the plan and accompanying material is submitted to the Secretary of State for Examination, all necessary documents will be made accessible to all on the Council's Planning Policy webpage - <https://www.westminster.gov.uk/planning-building-control-and-environmental-regulations/planning-policy/city-plan-2019-2040-partial-review-examination>. This page will be updated regularly through the examination process.

**If you have any queries about this report or wish to inspect one of the background papers please contact:**

Agnieszka Zimnicka  
azimnicka@westminster.gov.uk

#### **APPROVED BY**

<b>Title</b>	<b>Date sent</b>	<b>Date approved</b>
Executive Director of Regeneration, Economy and Planning	8 October 2024	16 October 2024
Executive Director of Corporate Services	8 October 2024	24 October 2024
Director of Law	8 October 2024	17 October 2024
Head of Governance and Councillor Liaison	8 October 2024	14 October 2024
Corporate Finance	8 October 2024	30 October 2024

#### **Appendices**

- (a) **Appendix 1: Schedule of modifications**
- (b) **Appendix 2: List of submission documents**
- (c) **Appendix 3: Proposed Modifications to Regulation 19 Policies - Accessible Reading Versions**

#### **Background Papers**

- A. **Formal notification of intention to make a number of revisions to Westminster's City Plan Partial Review (Regulation 18) (June 2017)**
- B. **Localism Act 2011**
- C. **Planning and Compulsory Purchase Act 2004 (as amended)**
- D. **Town & Country Planning Act 1990 (as amended)**
- E. **Town & Country Planning (Local Planning) (England) Regulations 2012**

**Declaration of Interest**

I have <no interest to declare / to declare an interest> in respect of this report

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

NAME: \_\_\_\_\_

State nature of interest if any

.....

.....

*(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)*

For the reasons set out above, I agree the recommendation(s) in the report entitled

.....and reject any alternative options which are referred to but not recommended.

Signed .....

Cabinet Member for *(add portfolio title)*

Date .....

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

.....

.....

If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Director of Law, Strategic Director Finance and Performance and, if there are resources implications, the Strategic Director of Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.

## Appendix 1 Schedule of Modifications

# Schedule of proposed modifications

Submission version

November 2024

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# 1. Introduction

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# Background

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The council considers that the Westminster City Plan 2019-2040 - Publication Draft Plan (Regulation 19) March 2024 meets the requirements of Section 20(5) (a-c) of the 2004 Act, associated regulations and complies with the requirements of the National Planning Policy Framework ('the Framework').

Under section 20(7C) of the 2004 Act, the council will be requesting that the appointed Inspector recommend any main modifications to the plan that are necessary to make it sound and legally compliant.

Following consultation under Regulation 19, the council is proposing Modifications to the Publication Draft Plan to address matters raised by the representors. The proposed Modifications are contained in this schedule.

Modifications are being proposed to the six new policies inserted by the City Plan Partial Review:

- Site Allocations:
  - Policy 8 St Mary's Hospital
  - Policy 9 Westbourne Park Bus Garage
  - Policy 10 Land adjacent to Royal Oak station
  - Policy 11 Grosvenor Sidings
- Policy 13 Affordable Housing
- Policy 43 Retrofit First

A small number of other incidental modifications to other policies or sections of the Plan are also being proposed. The reasons for making each of the changes are clearly set out in the schedule.

# Format

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As this schedule may be updated during the Examination process, modifications proposed at submission stage (November 2024) have 'S' at the start of their reference; post-submission modifications will have 'PS' at the start of their reference. Some post-submission modifications may include pre- and post-submission changes to the same paragraph. Where this is the case, the modification reference given at submission will be kept.

The following format is being used to denote the modifications:

- Underlined red text = new text suggested at submission
- ~~Strikethrough red text~~ = text proposed for removal at submission
- Underlined blue text = new text suggested post-submission
- ~~Strikethrough blue text~~ = text proposed for removal post-submission
- Underline green text = submission modification altered post-submission
- ~~Strikethrough green text~~ = submission modification removed post submission

# 2. Schedule of proposed modifications

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# Table 1 - Policy 3: Spatial Development Priorities: Paddington Opportunity Area (not in scope)

Modification reference	Section of the Plan	Proposed change	Reason for change
S/03/01	Paragraph 3.3	<p>Significant changes in pedestrian flows and routes are expected in connection to different phases of station improvement works and major redevelopment projects in the area around the station (including Crossrail and Paddington Square) will require different solutions to enable the operations of the transport hub and the success of its neighbourhood. This is key to ensure the area is accessible and can be easily navigated, which in turn will enable growth and help encourage sustainable modes of travel, including active mobility. <u>As new developments come forward in the area, given their impact on passenger flows, contributions towards improvements to station access may be sought.</u></p>	<p>For consistency with proposed Policy 8: St Mary's Hospital and in response to representations made by Network Rail. See draft Statement of Common Ground between WCC and Network Rail (SCG_010).</p>

# Table 2 - Site Allocations

Modification reference	Section of the Plan	Proposed change	Reason for change
S/0/01	2 <sup>nd</sup> paragraph on page 54	The site allocations included here merit additional site-specific guidance to help shape and unlock significant levels of growth at these key sites in a manner that responds to site context, <u>conserves and enhances the significance of the historic environment</u> , conforms with our spatial strategy, and secures benefits for local residents....	For clarity and in response to representations made by Historic England. See Statement of Common Ground between WCC and Historic England (SCG_009)
S/0/02	Page 54	Insert new penultimate paragraph to read: <u>Whilst every site has been subject to a Heritage Impact Assessment for site allocation purposes, detailed development proposals should be informed by a site-specific Heritage Impact Assessment at planning application stage. This will help ensure proposals fully take account of, and wherever possible, avoid and minimise harm to, the significance of heritage assets within an adjoining the site.</u>	For clarity and in response to representations made by Historic England. See Statement of Common Ground between WCC and Historic England (SCG_009)

# Table 3 - Policy 8: St Mary's Hospital

Modification reference	Section of the Plan	Proposed change	Reason for change
S/8/01	Core Principle B	Existing levels of healthcare to be maintained across the site during the construction of <del>any the</del> new hospital building/s <u>within a smaller footprint of the site</u> ;	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012)
S/8/02	Core Principle C ii	ii) the approach to the retention of existing buildings on site - <del>which</del> should consider <u>heritage value and embodied carbon and circular economy principles</u> ;	For clarity and in response to representations from Historic England, whereby heritage assets should be retained. Statement of Common Ground between WCC and Historic England (SCG_009).
S/8/03	Core Principle D	<u>The delivery of the new hospital will release surplus land for alternative uses that will help facilitate the wider ambitions of the designated Paddington Opportunity Area whilst also contributing to the deliverability of the new hospital. Where any existing land is evidence to no longer be need for healthcare purposes, a</u> Alternative uses such as commercial, community and/or residential will <del>contribute to the objectives of the Paddington Opportunity Area</del> , be designed to a high standard and should not compromise the operational requirements of <del>any the</del> new hospital;	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012)

S/8/04	New Core Principle E	<u>Development across the site will conserve and enhance heritage assets in a manner appropriate to their significance;</u>	For clarity and to align with adopted city Plan Policy 39 and the NPPF. See Statement of Common Ground between WCC and Historic England (SCG_009).
S/8/05	Existing Core Principle E (New Core Principle F)	Where <u>the new</u> hospital floorspace is <u>evidenced to be</u> required through the delivery of a tall building/s, all other uses should grade down <u>in-scale</u> from this, so the important public function of the hospital is given prominence and provides legibility benefits. Optimisation of development densities across the site <u>shall be in a manner that will</u> responds to <u>its designation within the Paddington Opportunity Area and the varied townscape character and heritage value on site and the prevailing character</u> and scale of the surrounding area;	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust to ensure that this core principle deals with issues of development density and townscape, rather than conflating with heritage considerations. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012).
S/8/06	Existing Core Principle F (New Core Principle G)	Enhancements to <u>the key routes through the site in terms of quality, navigation and useability permeability</u> should <u>form a key part of the masterplan for the area, be made through the site,</u> including <u>improved</u> pedestrian access to the canal <u>and enhanced permeability;</u>	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012).
S/8/07	Existing Core Principle J (New Core Principle K)	New development should include the provision of new <u>high quality</u> and enhanced public realm including spaces for leisure and rest. This should <u>promote high amenity values,</u> limit negative microclimatic conditions and optimise separation distances between buildings of greater massing.	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012)
S/8/08	Paragraph 8.4	Current projections are that new hospital floorspace of approximately 136,000sqm GIA is needed. This is	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust.

		<p>coupled with a need to consolidate the functional requirements of such floorspace in a manner that optimises clinical adjacencies and enables helipad access, to secure better quality healthcare provision. These requirements will need to be balanced whilst maintaining existing levels of healthcare provision during the construction of <u>the</u> new hospital building/s. <u>The provision of new hospital floorspace will therefore require intensification of the site and consolidation of healthcare uses on a smaller footprint than the existing hospital to ensure there are no interruptions to services during the redevelopment.</u></p>	Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012).
S/8/09	Paragraph 8.5	<p><b><i>Optimisation of the site, townscape and heritage</i></b></p> <p>Upon completion of a consolidated new, fit for purpose hospital on site, <del>where it is evidenced that some</del> existing floorspace currently used for healthcare purposes <u>will become is then</u> surplus to operational requirements, <u>and available for other forms of development.</u></p> <p><u>A</u>alternative uses that can positively contribute to wider objectives of the Paddington Opportunity Area are supported.</p>	<p>For clarity and in response to representations made by the Imperial College Healthcare NHS Trust.</p> <p>See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012).</p>
S/8/10	Paragraph 8.7	<p>Intensification of the site will <del>however</del> need to respond to <del>existing heritage and</del> townscape value, <u>the wider setting of the Paddington Opportunity Area, and the cluster of established tall buildings</u> within the context of the need to deliver a new hospital on site.</p>	<p>For clarity and in response to representations made by the Imperial College Healthcare NHS Trust and to align with other policy changes.</p> <p>See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012).</p>
S/8/11	New paragraph 8.8	<p><u>Proposals will conserve and enhance heritage assets in a manner appropriate to their significance. Proposals resulting in any harm to heritage assets or their settings</u></p>	For clarity and in response to representations made by Historic England.



		<u>will be determined in accordance with the NPPF</u> . Figure 16 identifies key heritage assets and designations within the site. In addition, as there is some potential for some significant 19th century archaeology within the site (as set out in the Archaeological Statement), any planning application should be accompanied by an updated archaeological assessment that sets out appropriate mitigation measures where relevant.	See Statement of Common Ground between WCC and Historic England (SCG_009).
S/8/12	Existing paragraph 8.9 (new paragraph 8.10)	Where new hospital floorspace <del>may be</del> <u>is</u> provided through a tall building/s, this should be given primacy in terms of building height across the site, reflecting the important public function of its uses, increasing its legibility, and providing functional benefits in terms of the need for helipad access.	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012)
S/8/13	Figure 16	[See Appendix 1] Figure 16: Heritage designations within the St Mary's Hospital site allocation to have the key within the diagram updated to include the following: <ul style="list-style-type: none"> <li>• Site allocation boundary</li> <li>• Bayswater Conservation Area</li> <li>• <u>Designated Heritage Assets</u> <ul style="list-style-type: none"> <li>○ Grade I <u>Listed Building</u></li> <li>○ Grade II <u>Listed Building</u></li> <li>○ Grade II* <u>Listed Building</u></li> </ul> </li> <li>• <u>Non-designated Heritage Assets</u> <ul style="list-style-type: none"> <li>○ Unlisted Buildings of Merit</li> </ul> </li> </ul>	For clarity and in response to representations made by the Imperial College Healthcare NHS Trust. See Statement of Common Ground between WCC and The Imperial College Healthcare NHS Trust (SCG_012).

S/8/14	Existing paragraph 8.17 (new paragraph 8.18)	<p><b><i>Living <del>conditions</del> environment</i></b></p> <p>The incorporation of some residential development (which could include key worker housing or residential care uses) into proposals can help address high levels of housing need and contribute to a vibrant mix of uses across the site. However, likely levels of noise, and access requirements associated with hospital use, mean that any such provision will need to be carefully considered and, if provided, sited and designed to achieve <b>high quality</b> living <del>condition</del> <b>environment</b> for <b>any</b> future residents.</p>	For clarity and to ensure consistency with other site allocation policies. This modification is included to better capture the range of considerations associated with good residential development.
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# Table 4 - Policy 9: Westbourne Park Bus Garage

Modification reference	Section of the Plan	Proposed change	Reason for change
S/9/01	Core Principle C.2	The approach to the retention of existing buildings and structures on-site <del>(which should consider heritage value and embodied carbon)</del> <u>and circular economy principles;</u>	For clarity and in response to representations from Historic England. See Statement of Common Ground between WCC and Historic England (SCG_009).
S/9/02	Core Principle D	The optimisation of development densities in a manner that responds to the site’s context. <del>This should have regard for</del> <u>Proposals will conserve and enhance the significance of nearby heritage assets, including and townscape values of</u> the Grand Union Canal and <del>other relevant heritage assets and associated views</del> <u>Trellick Tower</u> . Access to <u>public spaces and</u> new buildings should be secured at all times (including in the event of the canal towpath being closed <u>for maintenance purposes</u> ).	For clarity and in response to representations from Historic England, an individual and the Maida Hill and Westbourne Neighbourhood Forums. This modification also widens the application of the policy to public spaces and clarifies the approach to closures. See Statement of Common Ground between WCC and Historic England (SCG_009).
S/9/03	Core Principle E	Buildings adjacent to the Westway which include residential floorspace <del>should provide homes in floors that are above the height of the Westway. Proposals should</del> <u>will secure a high quality living conditions environment. Development proposals will be informed by appropriate technical assessments (including an assessment of by addressing the sound, daylight and sunlight, overheating, noise, vibration and air quality) to ensure;</u> impacts	For completeness and clarity, and in response to representations from Yoo and Ascendal Group, the Mayor of London, Transport for London, Maida Hill and Westbourne Neighbourhood Forums. This modification supports a design-led approach to the site and ensures proposals consider amenity impacts and the constrained location of the site. See draft Statement of Common Ground between WCC and the Yoo and Ascendal Group (SCG_013).

		associated with <u>existing</u> nearby <u>uses and</u> transport infrastructure <u>are mitigated</u> .	
S/9/04	Core Principle I	The delivery of new dwell spaces, <del>through maximising separation distances between buildings and building setbacks</del> <u>should be enabled between buildings which are arranged to ensure a high-quality environment and the usability of these public spaces. This includes considering setbacks</u> from the bridge and Grand Union Canal <u>and overshadowing</u> , <del>should be prioritised, with a focus on ensuring that</del> <u>these public areas should be designed to be accessible, safe, and should provide natural surveillance.</u> <del>are safe and accessible;</del>	For completeness and clarity, and in response to representations from an individual, Yoo and Ascendal Group, and Maida Hill and Westbourne Neighbourhood Forums. This modification supports a design-led approach to the site while ensures proposals consider amenity impacts and the usability of the site.  See draft Statement of Common Ground between WCC and the Yoo and Ascendal Group (SCG_013).
S/9/05	New Core Principle L	<u>The consideration and management of development impacts on the on-site National Grid Electricity Transmission underground cables from early design phases; and</u>	For completeness, and in response to representations from the National Grid. This modification acknowledges the presence of National Grid infrastructure on-site and will ensure proposals consider it from early design phases.
S/9/06	Core Principle L (New Core Principle M)	Meanwhile uses that activate <u>and/or green</u> the site and improve safety while works are completed <del>may be</del> <u>are</u> encouraged.	For completeness, and in response to representations from Maida Hill and Westbourne Neighbourhood Forums.
S/9/07	Paragraph 9.4 (last sentence)	<del>Landowners and operators</del> <u>Transport for London and Network Rail</u> indicate that there is a potential to reconfigure the garage to release land for a residential-led mixed-use development.	For completeness, and in response to representations from Places for London.  See draft Statement of Common Ground between WCC and Places for London (SCG_011) and draft Statement of Common Ground between WCC and the Yoo and Ascendal Group (SCG_013).

S/9/08	New paragraph 9.6	<u>If an alternative site for relocation is found for a new bus garage, this may free up further land for alternative development at a later date. In the absence of any information on a potential relocation, it is currently assumed that the bus garage should continue to operate on part of the site.</u>	For completeness, and in response to representations from the Mayor of London and Transport for London. See draft Statement of Common Ground between WCC and the Yoo and Ascendal Group (SCG_013).
S/9/09	Paragraph 9.7 (New Paragraph 9.8)	In line with the Heritage Impact Assessment, intensification of the site will however need to <u>respect and respond to conserve and enhance</u> existing heritage and townscape value, including having regard for the Grand Union Canal, Meanwhile Gardens and any impacts on views, including on the Grade II* listed Trellick Tower in the Royal Borough of Kensington and Chelsea.	For completeness, and in response to representations from Historic England. Statement of Common Ground between WCC and Historic England (SCG_009).
S/9/10	Paragraph 9.8 (New Paragraph 9.9)	Given the nearby transport infrastructure (including <u>the elevated Westway</u> , Great Western Road and the Grand Union Canal), design proposals should consider building setbacks, and shall ensure that buildings can be accessed at all times, <u>including in the event that the canal is closed for maintenance purposes.</u>	For completeness, in response to representations from Maida Hill and Westbourne Neighbourhood Forums. This modification clarifies the approach to closures across the site to ensure it is clear that the site needs to be publicly accessible at all times.
S/9/11	Between Paragraphs 9.11 and 9.12	Living and working <u>environment conditions</u>	For clarity and to ensure consistency with other site allocation policies.
S/9/12	Paragraph 9.12 (New Paragraph 9.13)	<u>Proposals will be developed in line with the 'agent of change' principle as established in the London Plan.</u> Residential development, <u>including communal areas and outside amenity spaces</u> , will be of a high quality. <del>However,</del> <u>likely</u> levels of noise and vibration and air quality impacts associated with the nearby transport infrastructure <u>and Concrete Plant</u> mean that <u>new buildings such provision</u>	For completeness, in response to representations from the Mayor of London, Transport for London and Maida Hill and Westbourne Neighbourhood Forums. This modification ensures development will be high quality and considered existing uses and impacts from early design phases.

		will need to be carefully sited and designed. Development should also consider how air quality can be improved.	
S/9/13	Paragraph 9.13 (New Paragraph 9.14). New sentence at end of paragraph.	<u>Given the site is crossed by National Grid Electricity Transmission (NGET) infrastructure, applicants will need to demonstrate how they have considered NGET guidance, to minimise impact of development on the utility network. Applicants are expected to engage with infrastructure providers from early phases.</u>	For completeness, and in response to representations from the National Grid. This modification acknowledges the presence of National Grid infrastructure on-site and will ensure proposals consider it from early design phases.
S/9/14	Paragraph 9.17 (New Paragraph 9.18)	Existing and new public realm will be redesigned to be high quality, include greening measures that increase biodiversity and incorporate Sustainable Urban Drainage Systems to manage flood risk.	Correction.
S/9/15	New paragraph 9.19	<u>As different parcels may not be redeveloped simultaneously and the development of the whole site may take time, applicants should consider meanwhile uses and greening measures in early phases of development to create a safer and more attractive public realm and deliver visual and environmental benefits to the local community as early as possible.</u>	For completeness, and in response to representations from Maida Hill and Westbourne Neighbourhood Forums.

# Table 5 - Policy 10: Land adjacent to Royal Oak

Modification reference	Section of the Plan	Proposed change	Reason for change
S/10/01	Vision	Development on the site should deliver enhanced station approach and access, and improved permeability for pedestrians through the site, enabled through a high quality and sustainable mixed <del>and commercial</del> use development, <u>comprising both commercial and which may include and</u> well-designed residential. Non-residential land uses at the site should reflect the needs and aspirations for the local area, providing for a range and mix of flexible work-spaces, light industrial, logistics, and offices.	For clarity and in response to the representations from Places for London.  This modification ensures that the policy wording properly reflects that mixed use development is appropriate for the site and better balances commercial and residential land uses. This is also referenced in the draft Statement of Common Ground between WCC and Places for London (SCG_011).
S/10/02	Core Principle A	The <del>viable</del> delivery of improvements to the access of Royal Oak station and its surrounds, and permeability through the site for pedestrians, alongside the delivery of a mix of uses including commercial <del>uses and</del> <u>(potentially including</u> office, light industrial <u>or logistics)</u> <del>uses</del> and <u>new housing provision</u> to positively contribute to the needs of the local area;. <u>This will include contributions towards the delivery step-free access to the station and enhancements to station capacity;</u>	For completeness, and in response to representations from Places for London and the Greater London Authority.  This modification ensures consistency with other site allocations policies, better reflects appropriate land uses for the site and reflects contributions that will be necessary as part of the development process. This is also referenced in the draft Statement of Common Ground between WCC and the GLA (SCG_001), as well as the draft Statement of Common Ground between WCC and Places for London (SCG_011).

S/10/03	Core Principle B	The optimisation of development densities across the site in a manner that responds to its heritage value, <u>townscape context</u> and the integrity of the adjacent tall building cluster, ensuring that building heights grade down <u>significantly</u> from the buildings at Kingdom Street <u>and within the wider Paddington Opportunity Area</u> ;	For completeness, and in response to representations from Places for London. This modification introduces some additional context to the policy wording to reflect considerations that would come into play in the assessment of an appropriate building height and to better acknowledge that some height will need to be accommodated on site to ensure site densities are optimised.
S/10/04	Core Principle C	Enhanced permeability through the site and activation of public spaces at ground floor level, including around Royal Oak station, and in particular pedestrian through routes, including dwell spaces, through strategic separation distances between buildings. <del>Access routes at lower ground floor level should be maintained</del> <u>The existing vehicular route to the Elizabeth Line portal must be maintained unless TfL agrees that it is no longer required. Access to rail infrastructure and its security (Network Rail, London Underground, and Elizabeth Line) must not be compromised by development proposals</u> ;	For completeness and clarity, and in response to representations from Places for London. This modification seeks to improve the clarity of the policy wording in relation to the required access to the emergency portal for the Elizabeth Line as requested by the landowner, Places for London. This is also referenced in the draft Statement of Common Ground between WCC and Places for London (SCG_011).
S/10/05	Core Principle E	<del>Where provided, any new residential development should secure high quality living conditions — including through the provision of high levels of sound insulation given the noise associated the hard transport infrastructure, and measures to prevent overheating.—</del> <u>Development will secure high quality living and working environments. Development will explore a full range of options to mitigate the impacts arising from nearby transport infrastructure, with these measures informed by appropriate technical assessments focusing on daylight and</u>	For completeness and clarity, and in response to representations from Places for London and the Greater London Authority. This modification supports a design-led approach to the site and ensures proposals consider amenity impacts and the constrained location of the site.



		<u>sunlight, overheating, noise, vibration, air quality and ventilation.</u>	
S/10/06	Core Principle F	Meanwhile uses for the site should be explored, in particular considering the potential of the site <del>for waste management and supporting to be used for the storage of materials to support</del> the circular economy. <u>Any such use will be confined to the B8 use class.</u>	For completeness and clarity, and in response to representations from the South East Bayswater Residents Association (SEBRA), Paddington Residents Active Concern on Transport and local residents.  This modification addresses concerns from a number of parties that the site would be used for general waste management purposes and therefore limits and use meanwhile use to open air storage with no processing on site.
S/10/07	Paragraph 10.1	The Land adjacent to Royal Oak is an underutilised site, which has several significant constraints which need careful consideration. The site does present an opportunity for improving the environs of Royal Oak station, and delivering growth. Careful management of land uses and mitigation of the constraints should enable a viable development to be delivered. It may take some time for a suitable scheme to come forward, and so meanwhile uses could be considered for the site. The site's relatively set back location, and brownfield character, could lend itself to number of meanwhile uses, and opportunities for this should be explored, and fully justified – but could include public recreation, <del>waste management (in particular where this facilitates the circular economy);</del> <u>storage of materials associated with the circular economy</u> or urban logistics.	For completeness and clarity, and in response to representations from the South East Bayswater Residents Association (SEBRA), Paddington Residents Active Concern on Transport and local residents.  This modification addresses concerns from a number of parties that the site would be used for general waste management purposes and therefore limits and use meanwhile use to open air storage with no processing on site.
S/10/08	Paragraph 10.2	The site sits within the NWEDA and the CAZ, and any proposals for the site should respond to the spatial strategy of the NWEDA and the CAZ, in particular by providing <u>a high quality and</u>	For clarity and in response to the representations from Places for London.

		<p><del>sustainable mixed use development comprising both new commercial and well-designed residential floorspace, with the potential for residential as part of mixed use development.</del></p> <p>Commercial <del>land</del> uses should cater for a range of different businesses, including affordable and smaller scale commercial space, which will support the diversity of commercial and job opportunities in the NWEDA. The pedestrian environment around Royal Oak station requires significant improvement, and is a key objective for the site. In particular, development should secure improved pedestrian permeability from Royal Oak station towards Paddington Basin.</p>	<p>This modification is proposed to align the supporting text to the modifications made to the Vision and Core Principle A which seek to better advocate for a mixed use development by allowing for a greater proportion of residential. This is also referenced in the draft Statement of Common Ground between WCC and Places for London (SCG_011).</p>
S/10/09	Paragraph 10.3	<p>The site densities should be optimised, while respecting the surrounding townscape and heritage. The site is bordered by the Bayswater Conservation Area, and a Grade II listed bridge. Furthermore, adjacent to the site is a tall building cluster within the Paddington Opportunity Area, and so the integrity of this cluster should be preserved. Opportunities for viable residential development should be explored, within the parameters of an optimised design of the site. Given the significant constraints, especially in relation to access and adjacent heavy transport infrastructure, <del>and subsequent impact on viability, non-conventional housing (including live/work spaces or student housing) may be more appropriate than homes suitable for family life which could be more challenging to viably deliver.</del> <u>proposals will be developed in line with the ‘agent of change’ principle as established in the London Plan and it is imperative that any development secures high quality living and working environments through careful siting and design. Development should also consider measures to prevent overheating and maintain good indoor air quality. A range of housing typologies</u></p>	<p>For completeness and in response to representations from the Greater London Authority, Places for London and the South East Bayswater Residents Association.</p> <p>This modification ensures development will be high quality and considered existing uses and impacts from early design phases.</p>

		<u>may be appropriate at the site, including both conventional and non-conventional housing typologies (student housing or live/work-spaces).</u>	
S/10/10	Paragraph 10.6	<del>Waste management sites, including those designed to facilitate</del> <u>facilitating</u> regional circular economies are in short supply throughout the inner London area, and the site may present opportunities for a meanwhile use which contributes to the management and re-use of <u>construction</u> materials in the locality, which is supported. <u>Any such use will be confined to the B8 use class to ensure that the site is only used for open air storage, with no on-site processing in order to mitigate potential impacts on surrounding sensitive land uses, particularly the adjacent residential properties to the south.</u>	For completeness and clarity, and in response to representations from the South East Bayswater Residents Association (SEBRA), Paddington Residents Active Concern on Transport and local residents. This modification addresses concerns from a number of parties that the site would be used for general waste management purposes and therefore limits and use meanwhile use to open air storage with no processing on site.
S/10/11	Figure 19: Royal Oak Boundary	Figure to be updated in line with changes proposed to Policies Map.	For completeness and clarity, and in response to representations from Places for London. See Addendum I – Submission Schedule of Changes to the Policies Map (CORE_006) and Submission Policies Map (CORE_005)
S/10/12	Figure 20: Land adjacent to Royal Oak site allocation	Figure to be updated in line with changes proposed to Policies Map.	For completeness and clarity, and in response to representations from Places for London. See Addendum I–Submission Schedule of Changes to the Policies Map (CORE_006) and Submission Policies Map (CORE_005)

# Table 6 - Policy 11: Grosvenor Sidings

Modification reference	Section of the Plan	Proposed change	Reason for change
S/11/01	Vision	Development will respect and respond to the site’s context, history and character, and integrate sensitively with the surrounding townscape, enhancing the civic environment, whilst also creating a distinctive identity and sense of place that connects with the wider <u>Victoria surrounding</u> area.	For clarity, and in response to Pimlico and Belgravia Neighbourhood Forum. This modification clarifies that the site allocation complements Pimlico, Churchill Gardens and the Ebury Bridge renewal area, as well as the surrounding area.
S/11/02	Core Principle A	The efficient use of land for housing-led development alongside supporting commercial and community uses that <del>meet the needs of the wider Victoria area</del> <u>complement existing and planned commercial centres to serve the needs of the local area;</u>	For clarity, and in response to Pimlico and Belgravia Neighbourhood Forum. This modification clarifies that the site allocation complements Pimlico, Churchill Gardens and the Ebury Bridge renewal area, as well as the surrounding area.
S/11/03	Core Principle C.2	The approach to the retention of existing buildings and structures on-site ( <del>which</del> should consider <del>heritage value and embodied carbon</del> ) <u>and circular economy principles;</u>	For clarity, and in response to representation from Historic England. See Statement of Common Ground between WCC and Historic England (SCG_009).
S/11/04	Core Principle D	Proposals should be designed in <del>such</del> a way that respects and responds to the local context, <del>sustaining and conserves and or enhances the significance of views to adjacent</del> heritage assets and <del>Conservation Areas, along with</del> strategic and local views. Proposals should also sensitively repurpose the on-site listed 123A Grosvenor Road building and adjacent workshop building;	For clarity, and in response to representation from Historic England. See Statement of Common Ground between WCC and Historic England (SCG_009). This modification also ensures alignment with Pimlico Neighbourhood Plan.

S/11/05	Core Principle E	Enhanced permeability through the site and beyond, <del>providing</del> <u>including the provision of</u> access routes north to south from the River Thames to London Victoria Station and east to west through adjacent residential estates;	For clarity, and in response to representation made by DP9 on behalf of Network Rail. See draft Statement of Common Ground between WCC and Network Rail (SCG_010).
S/11/06	Core Principle I	Where provided, any new residential development <del>should</del> <u>will</u> secure <u>a</u> high quality living <del>environment conditions</del> and not compromise the operational requirements of the railway – including through the provision of high levels of sound insulation given the noise associated with railway use. <u>Development proposals will be informed by appropriate technical assessments (including an assessment of daylight and sunlight, overheating, noise, vibration and air quality) to ensure impacts associated with existing transport infrastructure are mitigated.</u>	For completeness and clarity, in response to representation from the Mayor of London, Transport for London. This modification ensures development will be high quality and considered existing uses and impacts from early design phases.
S/11/07	Paragraph 11.2	Overall, however, the vision and core principles should be reflected across the site allocation as a whole to ensure the delivery of a new place that benefits residents, workers and visitors that responds to its local context <del>;</del> <u>regardless of if development across the site comes forward simultaneously or independently.</u>	For clarity, and in response to representations made by DP9 on behalf of Network Rail. See draft Statement of Common Ground between WCC and Network Rail (SCG_010).
S/11/08	Paragraph 11.3	<u>To facilitate any redevelopment</u> <del>As part of</del> proposals for the site, it is envisioned that the sidings will be relocated elsewhere on the network and continue to serve the London train network.	For clarity, and in response to representations made by DP9 on behalf of Network Rail. See draft Statement of Common Ground between WCC and Network Rail (SCG_010).
S/11/09	Paragraph 11.6	Given the nature of the <del>exist</del> <u>ing</u> use in supporting the London train network and beyond, as well as being an operational transport police site, it is essential that these uses remain operational during any construction phase.	Modification proposed to amend typographical error.

S/11/10	Paragraph 11.10	As a result, any groundworks or excavations will be required to demonstrate and evaluate the archaeological potential and significance of the site through an up-to-date archaeological desk-based assessment including a geo-archaeological deposit <u>model</u> .	For clarity and in response to representation from Historic England. See draft Statement of Common Ground between WCC and Historic England (SCG_009).
S/11/11	Paragraph 11.11	Proposals should also seek to sustain the local views identified in the <u>Pimlico Neighbourhood Plan</u> , Peabody <u>and Pimlico Conservation Audits</u> , and other views across the site to the Grade II Listed Western Pumping Station chimney, Battersea Power Station and reduce any impacts upon the Grade I Listed Royal Hospital Chelsea and Hospital Gardens.	For clarity and in response to Pimlico Neighbourhood Forum. This modification ensures alignment with views detailed in Pimlico Neighbourhood Plan and shown as part of the Pimlico Conservation Area Management Plan.
S/11/12	Paragraph 11.23	<b><u>Living and working environment conditions</u></b> The incorporation of some residential development into proposals can help address high levels of housing need and contribute to a vibrant mix of uses across the site. <u>Proposals will be developed in line with the ‘agent of change’ principle as established in the London Plan. Residential development, including communal areas and outside amenity spaces, will be of a high quality. However,</u> <del>L</del> likely levels of noise, <u>vibration, air quality impacts</u> and access requirements associated with the railway line, mean that <del>new buildings any such provision</del> will need to be carefully sited and designed <del>with high levels of sound insulation in order to achieve satisfactory living conditions for future residents</del> . <u>Development should also consider how air quality can be improved.</u>	For completeness and clarity, in response to representations from the Mayor of London, Transport for London. This modification ensures development will be high quality and considered existing uses and impacts from early design phases. This modification is also included to re-phrase from ‘conditions’ to ‘environment’ to better capture the range of considerations associated with good residential development.

# Table 7 - Policy 13: Affordable Housing

Modification reference	Section of the Plan	Proposed change	Reason for change
S/13/01	Between Clause A and B	<u>Major residential development</u>	For clarity on how the policy operates, in response to representations.
S/13/02	Clause B	<p><del>All Major</del> residential developments will maximise the provision of affordable housing. <u>To be assessed under the Fast Track Route:</u></p> <p>1.on private land, a minimum of 35% affordable housing is required;</p> <p>2.on public sector land:</p> <ul style="list-style-type: none"> <li>i. <u>where a portfolio approach is not proposed</u>, the requirement increases to 50% affordable housing;</li> <li>ii. <del>3.</del> where a portfolio approach <del>to delivery on public sector land</del> is proposed in agreement with the Mayor of London, all the portfolio sites will be located in Westminster <u>and 50% affordable housing will be delivered across the portfolio, with a minimum of 35% at each individual site.</u></li> </ul>	<p>For completeness and clarity, in response to representations.</p> <p>This modification ensures it is clear to applicants how the Fast Track Route and ‘portfolio’ approach operates in Westminster.</p> <p>See draft Statement of Common Ground between WCC and the Mayor of London (SCG_001).</p>
S/13/03	Between Clause B and C	<del>Delivery mechanism</del>	For clarity on how the policy operates, in response to representations.
S/13/04	Clause D	<del>Small scale residential developments (those providing fewer than 10 homes) are not required to deliver affordable housing on-site and follow the delivery cascade set out in Clause C, and may</del>	For clarity on how the policy operates, in response to representations.

		<del>provide from the outset the affordable housing requirement in the form of a payment in lieu into the council's Affordable Housing Fund.</del>	
S/13/05	Between Clause D and E	<del>Tenure and size mix</del>	For clarity on how the policy operates, in response to representations.
S/13/06	Clause E (New Clause D) (opening sentence)	Where <u>major</u> residential development provides affordable housing on and/or off-site:	For clarity on how the policy operates, in response to representations.
S/13/07	Clause E.2 ( (New Clause D.2)	the size of the affordable homes, including the number of bedrooms required to meet need, will be provided in line with the council's <del>Annual</del> Affordable Housing Statement.	For clarity on how the policy operates, in response to representations from Network Rail and Aldersgate Investments. This modification ensures it is clear to applicants that they need to refer to the latest Affordable Housing Statement published by the council.
S/13/08	Between Clause E and F	<del>Viability and payments in lieu</del>	For clarity on how the policy operates, in response to representations.
S/13/09	Clause G	<del>Small scale residential developments not able to deliver the full affordable housing requirement, irrespectively of the delivery mechanism chosen, will be required to submit viability evidence that shows the maximum level of affordable housing that can be provided.</del>	For clarity on how the policy operates, in response to representations.
S/13/10	Clause H	<del>Payments in lieu to the council's Affordable Housing Fund should be of a broadly equivalent value to the cost of meeting the affordable housing requirement on-site, and will be calculated</del>	For clarity on how the policy operates, in response to representations.



		<del>following the methodology set out in the council's Planning Obligations and Affordable Housing SPD.</del>	
S/13/11	After New Clause E	<u>Small-scale residential development</u>	For clarity on how the policy operates, in response to representations.
S/13/12	New Clause F	<u>Small-scale residential development will provide 20% of the floorspace as affordable housing. Provision can be made on-site or through a payment in lieu to the council's Affordable Housing Fund.</u>	For clarity on how the policy operates, in response to representations.
S/13/13	New Clause G	<u>Regardless of the delivery mechanism chosen, small-scale residential development unable to deliver the full affordable housing requirement will be required to submit viability evidence that shows the maximum level of affordable housing that can be provided.</u>	For clarity on how the policy operates, in response to representations.
S/13/14	Paragraph 13.2 (last sentence)	Thus, in order to meet needs and make sure Westminster contributes to the Mayor's strategic target of 50% affordable homes across London, it is essential that all residential developments <u>creating new homes</u> contribute to affordable housing delivery (including mixed-use schemes) and that affordable housing delivery is maximised.	For clarity on how the policy operates, in response to representations.
S/13/15	Paragraph 13.3	<del>Private schemes and developments proposed on public sector land will be assessed in line with the London Plan 'Threshold approach to applications'. The council's Viability Study (February 2024) shows that most private sites are viable with 35% affordable housing. On public sector land the requirement increases to 50% affordable housing.</del>	For clarity on how the policy operates, in response to representations.
S/13/16	Paragraph 13.6 (To be moved so it is New	In line with the London Plan, all affordable housing requirements from <u>major</u> residential development will be calculated based on the total gross residential development proposed (Gross Internal Area, GIA). Where residential floorspace is proposed as part of	For clarity on how the policy operates, in response to representations.

	paragraph 13.4)	<u>major</u> redevelopment and intensification proposals that include existing housing, applicants should have regard to guidance set out in the Planning Obligations and Affordable Housing SPD on how the Gross Internal Area of the scheme will be determined. All planning applications <u>for major residential development</u> will need to provide details on affordable housing by floorspace, number of homes and number of habitable rooms.	
S/13/17	Paragraph 13.5 (end)	Given <u>the high contribution small-scale developments make to new housing supply, that</u> Westminster’s Strategic Housing Market Assessment (SHMA) (January 2024) concludes that non-major developments can contribute to meeting high levels of housing need, <del>that and that</del> this is supported by the Viability Study (February <u>and October</u> 2024) <del>and the high contribution small-scale developments make to new housing supply, it is justified requiring all residential proposals</del> <u>small-scale residential developments are required to contribute to the</u> delivery of affordable housing.	For clarity on how the policy operates, in response to representations.
S/13/18	New paragraph 13.6	<u>Developments creating new self-contained homes (including conversions) and not classed as ‘major development’ will trigger an affordable housing requirement, calculated on the total gross residential development proposed (Gross Internal Area, GIA). Proposals that only upgrade or add floorspace to existing homes are excluded.</u>	For clarity on how the policy operates, in response to representations.
S/13/19	Paragraph 13.8 (first sentence)	Where it is accepted that <u>major development cannot provide</u> affordable housing <del>cannot be provided</del> on-site, off-site delivery would be the second-preferred approach.	For clarity on how the policy operates, in response to representations.
S/13/20	Paragraph 13.10	Where both on-site and off-site delivery are proven to be impractical or inappropriate, <u>developers major development</u> will provide a payment in lieu to the council’s Affordable Housing Fund. Where payments in lieu are accepted, they will be	For clarity on how the policy operates, in response to representations.

		<p>equivalent to the cost of providing the affordable housing on-site, preventing financial advantage over on-site delivery. <del>Payments will be based on a fixed rate per sqm of floorspace that would have been provided as affordable housing on-site, ensuring a cost-neutral impact on developers. The values of the payments in lieu and indexation details are set out in the council's Planning Obligations and Affordable Housing Supplementary Planning Document. Payments in lieu may also be deemed appropriate to address shortfalls in on-site or off-site contributions.</del></p>	
S/13/21	Paragraph 13.11	<p><del>Notwithstanding the above, the sequential approach to affordable housing delivery may not apply to small-scale residential developments – those delivering fewer than 10 homes.</del> While applicants are encouraged to explore on-site delivery, it is acknowledged that there may be practicable and management issues of providing small numbers of affordable housing that mean on-site delivery is not appropriate. <u>Therefore, the sequential approach to affordable housing delivery that applies to major developments does not apply to small-scale residential developments.</u> Payments in lieu towards the council's Affordable Housing Fund therefore represents a pragmatic approach that ensures the opportunity for small-scale residential development to contribute towards affordable housing is not lost, and offers a more straightforward approach for small-scale residential schemes' developers compared to on-site delivery.</p>	For clarity on how the policy operates, in response to representations.
S/13/22	New Paragraph 13.12	<p><u>The payments in lieu for both major and small-scale residential developments will be based on a fixed rate per sqm of floorspace that would have been provided as affordable housing on-site, ensuring a cost-neutral impact on developers. The values of the payments in lieu and indexation details for both type of schemes are set out in the council's Planning Obligations and Affordable</u></p>	For clarity on how the policy operates, in response to representations.

		<u>Housing Supplementary Planning Document. Payments in lieu may also be deemed appropriate to address shortfalls in on-site or off-site contributions (e.g. because the site’s size or constraints mean it is not practicable to deliver a mix of housing types on the site).</u>	
S/13/23	Paragraph 13.13 (new Paragraph 13.14)(end)	The council’s Viability Study ( <del>January</del> <u>February and-October</u> 2024) also shows how the council’s proposed tenure split is viable in most cases.	To reference the updated version of the Viability Study that has informed proposed modifications.
S/13/24	Paragraph 13.15 (new Paragraph 13.16)	To ensure the size of new affordable properties responds to the dynamic nature of need, the council’s <del>Annual</del> Affordable Housing Statement sets out up-to-date affordable unit size requirements based on actual need as defined through our social and intermediate housing registers.	For clarity on how the policy operates, in response to representations from Network Rail and Aldersgate Investments. This modification ensures it is clear to applicants that they need to refer to the latest Affordable Housing Statement published by the council.
S/13/25	Between new Paragraphs 13.16 and 13.17	<del>Viability and payments in lieu</del>	For clarity on how the policy operates, in response to representations.
S/13/26	Paragraph 13.17 (new Paragraph 13.18)(End)	<u>Further guidance on viability assessments for small-scale residential developments is set out in the council’s Planning Obligations and Affordable Housing SPD.</u>	For clarity on how the policy operates, and where further guidance will be set out.

# Table 8 - Policy 37: Waste Management (not in scope)

Modification reference	Section of the Plan	Proposed change	Reason for change
S/37/01	Clause C	Developers are required to demonstrate through a Circular Economy Statement (and where appropriate a <del>pre-deconstruction, demolition and redevelopment</del> audit), Site Environment Management Plan and/or associated Site Waste Management Plan, the recycling, re-use, and responsible disposal of Construction, Demolition and Excavation waste in accordance with London Plan targets and the council's Code of Construction Practice (CoCP).	For consistency with the documents required through the introduction of the Retrofit First policy.

# Table 9 - Policy 43: Retrofit First

Modification reference	Section of the Plan	Proposed change	Reason for change
S/43/01	New Clause A	All development will minimise embodied carbon emissions and support the circular economy, through the adoption of a retrofit first approach.	For clarity on how the policy operates, in response to a wide range of stakeholders supporting retrofit first approach and the overarching aims of the policy. Modification is proposed to better set the tone of the policy and to make explicit reference to its objectives and the strategic nature of the policy.
S/43/02	New Clause B	Proposals involving responsible retrofitting, which result in extended lifespans of existing buildings, and energy, performance, and climate adaptation upgrades, will be supported in principle.	For clarity on how the policy operates, in response to representations from a range of stakeholders. Modification proposed to relocate text to this section of the policy, so the intent is clearer from the outset (see S/43/22) and to better align with the introduction of the policy.
S/43/03	New Clause C	Proposals should prioritise uses and/or development options (such as retrofitting or deep retrofitting) which facilitate the retention and repurposing of existing building(s).	For clarity on how the policy operates, in response to representations from a range of stakeholders. The objective is to consider overall whether different use types could facilitate greater building retention.
S/43/04	Existing Part A amended to become new Clause D	<b>Prioritising retrofitting over demolition</b> <del>Development should adopt a retrofit first approach, where options for retrofitting and retention of existing buildings are considered before demolition. Where substantial or total demolition is proposed, this should be fully justified</del>	For clarity on how the policy operates, in response to representations from a range of stakeholders, making it more explicit which types of proposals are required to demonstrate adherence to the sequential tests and what supporting evidence is required from a proposal

		<p><del>through an appraisal of the construction options, assessing the carbon cost and public benefits of refurbishment, retrofit, deep retrofit or newbuild options.</del> Development proposals involving <del>total</del> substantial demolition of a building which has more than a single storey <del>will generally be resisted, unless</del> must demonstrated through the <del>appraisal</del> that they meet the sequential test set out below. Substantial demolition will be supported if:</p>	<p>(reinforced by updates to definitions included in glossary terms, see S/G/05)</p>
S/43/05	New Clause D, 1	<p><del>The proposed development will deliver public benefits which could not be delivered through a suitably comparable retrofit option; and</del> Existing building(s) on site are structurally unsound and unsuitable for safe retention and re-purposing, either partially or in full.</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p> <p>Text from Part A, 4 (see S/43/08) proposed to be moved to become Part D, 1. This reflects the sequential nature of tests.</p>
S/43/06	New Clause D, 2	<p><del>The whole lifetime carbon of a new building would be less or similar to a suitably comparable retrofit option; or</del> Where test 1 is not met, specialised operational and access requirements of proposed uses could not be delivered by retrofit or deep retrofit options.</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p> <p>Text from Part A, 3 (see S/43/07) proposed to be moved to become Part D, 2. This reflects the sequential nature of tests.</p>
S/43/07	New Clause D, 3	<p><del>The proposed development has bespoke operational requirements which could not be provided through the repurposing, adaptation and/or extension of the existing building(s); or</del> Where test 2 is not met, the whole life carbon of the proposed development is less than a retrofit or deep retrofit.</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p> <p>Text from Part A, 2 (see S/43/06) proposed to be moved to become Part D, 3. This reflects the sequential nature of tests.</p>

S/43/08	New Clause D, 4	<p><del>It is demonstrated that a retrofitting option is not possible or achievable due to structural constraints, demonstrated through an independently verified structural engineers report.</del></p> <p>Where test 3 is not met, additional public benefits beyond the requirements of the Development Plan are substantially greater than a retrofit or deep retrofit.</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p> <p>Text from Part A, 1 (see S/43/05) proposed to be moved to become Part D, 4. This reflects the sequential nature of tests.</p>
S/43/09	New Clause E	<p>The relevant elements of the sequential test in Part D must be evidenced within a Pre-Redevelopment Audit.</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p> <p>Requirement for a Pre-Redevelopment Audit previously included in text at Part B, 2 (see S/43/20).</p>
S/43/10	New Clause F	<p>For all developments involving any demolition, a Circular Economy Statement shall be submitted which demonstrates how materials from existing building(s) will be re-used and re-purposed.</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p> <p>Requirement for a Circular Economy Statement previously included in text at Part B, 2 (see S/43/20).</p>
S/43/11	Amend existing Part B to become new Clause G	<p><b>Reducing embodied carbon emissions</b></p> <p>All development involving <del>total or</del> substantial demolition of a building which has more than a single storey, and all major developments are required to:</p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders, a result of proposed modifications to definitions for inclusion within the City Plan (see S/G/06).</p>



S/43/12	New Clause G, 1	Submit a Whole Life-Cycle Carbon assessment, which demonstrates how the development will <b>aim to</b> achieve:	For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.
S/43/13	New Clause G, 1, a	For <del>new non-residential buildings</del> <b>major commercial schemes, including commercial-led mixed uses, a an target aspirational</b> upfront embodied carbon equivalent of <del>London Energy Transformation Initiative (LETI) band “A”</del> <b>≤550kg CO<sub>2</sub>e/sqm</b> , with <del>an limit absolute minimum rating of “B”</del> <b>≤650kg CO<sub>2</sub>e/sqm</b> .	For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders which raised concerns with the use of LETI bandings and their appropriateness for being referenced in planning policy.  Wording proposed reflects data submitted during the Regulation 19 consultation, updates made to the Evidence Base which suggests that these upfront embodied carbon requirements are both ambitious and achievable by new build schemes, where substantial demolition has been justified.
S/43/14	New Clause G, 1, b	For <del>new major residential buildings schemes</del> <b>residential-led mixed-uses and hotels</b> over 18 metres in height, <del>a an target aspirational</del> <b>upfront embodied carbon equivalent of LETI band “C” ≤600kg CO<sub>2</sub>e/sqm</b> , with <del>an absolute minimum limit rating of “D”</del> <b>≤700kg CO<sub>2</sub>e/sqm</b> . <del>Where development is proposing the delivery of policy compliant levels of affordable housing (35% for private sector land, and 50% for public sector land), applicants should demonstrate the maximum embodied carbon reductions deliverable without affecting the viability of affordable housing delivery.</del>	For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders which raised concerns with the use of LETI bandings and their appropriateness for being referenced in planning policy.  Wording proposed reflects data submitted during the Regulation 19 consultation, and updates made to the Evidence Base which suggests that these upfront embodied carbon requirements are both ambitious and achievable by new build schemes, where substantial demolition has been justified.  Text involving arrangements for affordable housing proposed to be relocated as a new clause to improve readability (see S/43/19).

S/43/15	New Clause G, 1, c	<p>For <del>new major residential buildings schemes</del>, including residential-led mixed-uses and hotels below 18 metres in height, <del>a an target aspirational</del> upfront embodied carbon equivalent of <del>LETI band “B”</del> ≤550kg CO<sub>2</sub>e/sqm with an <del>absolute minimum limit rating of “C”</del> ≤650kg CO<sub>2</sub>e/sqm. <del>Where development is proposing the delivery of policy compliant levels of affordable housing (35% for private sector land, and 50% for public sector land), applicants should demonstrate the maximum embodied carbon reductions deliverable without affecting the viability of affordable housing delivery.</del></p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders which raised concerns with the use of LETI bandings and their appropriateness for being referenced in planning policy.</p> <p>Wording proposed reflects data submitted during the Regulation 19 consultation, updates made to the Evidence Base which suggests that these upfront embodied carbon requirements are both ambitious and achievable by new build schemes, where substantial demolition has been justified.</p> <p>Text involving arrangements for affordable housing proposed to be relocated as a new clause to improve readability (see S/43/19).</p>
S/43/16	New Clause G, 1, d	<p><del>All other major developments not covered by paragraphs a, b and c above must achieve the maximum reductions in upfront embodied carbon deliverable, and these should be fully justified, including reference to any recognised industry benchmarks where applicable.</del></p>	<p>For completeness and clarity on how the policy operates, in response to representations from a range of stakeholders.</p>
S/43/17	New Clause G, 1, e	<p>For <del>non-major developments involving the construction of bespoke buildings which do not have a recognised LETI benchmark, or self-build or custom-build homes</del>, proposing substantial demolition, applicants <del>should</del> must demonstrate how they will achieve the maximum reductions in upfront embodied carbon deliverable, and these should be fully justified, including reference to any recognised industry benchmarks where applicable.</p>	<p>For consistency with other policies and clarity on how the policy operates.</p>

S/43/18	New Clause G, 1, f	In exceptional circumstances where there are <b>justified</b> site specific constraints <b>or bespoke design requirements</b> which make the <b>benchmarks requirements</b> listed in paragraphs a, b and c above undeliverable, any shortfall against the <b>minimum</b> upfront embodied carbon <b>targets limits at practical completion</b> will be offset through a financial contribution towards the council's carbon offset fund.	For consistency with other policies and clarity on how the policy operates.
S/43/19	New Clause G, 2	<b>Developments that follow the Fast Track Route to affordable housing delivery must demonstrate the maximum embodied carbon reductions deliverable without affecting the viability of affordable housing delivery, rather than needing to adhere to the requirements set out in paragraphs b and c above.</b>	For clarity on how the policy operates, in response to representations from a range of stakeholders.  This text has been relocated in the policy to become a standalone clause (see S/43/14 and S/43/15).
S/43/20	Existing Part B, 2	<del>2. Where substantial or total demolition is proposed, applicants must:</del>  <del>a. Submit a Circular Economy Statement including a pre-redevelopment, and pre-demolition and reclamation audit which demonstrates how materials will be reused and repurposed; and</del>  <del>b. Design any new structures to ensure the longevity of the building, easy adaptation, and with easily re-usable materials.</del>	For clarity on how the policy operates, in response to representations from a range of stakeholders.  Modification proposed to relocate text to other sections of the policy to improve readability (see S/43/02 and S/43/10).
S/43/21	New Clause G, 3	<b>When calculating operational carbon off-set payments due under Policy 40, applicants will be able to deduct any upfront embodied carbon savings below the aspirational requirement to the total operational carbon offset payment due.</b>	For clarity on how the policy operates, in response to representations from a range of stakeholders.

S/43/22	Title above existing Part C	<p><b>Unlocking and promoting responsible retrofitting</b>  <del>Proposals involving responsible retrofitting, which result in energy, performance, and climate adaptation upgrades, will be supported in principle.</del></p>	<p>For clarity on how the policy operates.  Modification proposed to relocate text to be within the introduction section of the policy to make the policy more effective and to improve readability (see S/43/02).</p>
S/43/23	Existing Part D amended to become new Clause H	<p>When considering the townscape, heritage or design impacts of <del>extensions or</del> alterations or extensions, which <del>are</del> can be demonstrated <del>through the appraisal of the construction options</del> as necessary to viably achieve a the wider responsible retrofit of a building, <del>regard will be had to</del> the desirability of securing the retention and retrofit of the building, <del>including improvements to its environmental performance, building longevity and</del> with adaptations to address climate change adaptation will be a material consideration. Applicants <del>should</del> must demonstrate <del>in a Sustainable Design Statement or Retrofit Plan</del> how technical risks have been addressed and how harm to heritage assets <del>resulting from retrofit</del> has been avoided or minimised.</p>	<p>For clarity on how the policy operates, in response to representations from a range of stakeholders.</p>
S/43/24	Paragraph 43.1	<p><del>We recognise that the expected level of growth in the city will have associated emissions from embodied carbon.</del> As the grid moves towards decarbonisation during the lifetime of the City Plan, operational emissions from the city's building stock will play a less important role when considering the whole life in carbon emissions from development, and the embodied carbon associated with impacts of development. <del>will become a greater source of emissions. It is essential that developments utilise every opportunity to reduce embodied carbon now to limit the extent of future climate change. Our priority is for</del></p>	<p>For clarity on how the policy operates.</p>

		<p>development to achieve a reduction in embodied carbon to meet the council's target of a net-zero City by 2040, and supports the UK transition towards net zero carbon emissions. This means that the embodied carbon associated with development will become a greater proportion of built environment emissions.</p>	
S/43/25	Paragraph 43.2	<p><del>Retrofitting buildings should prolong their useful life and reduce operational carbon emissions. The council recognise that demolition of some buildings will continue to play an important part of renewing and upgrading the city's building stock, however given the higher amounts of embodied carbon associated with demolition and rebuild schemes, development should explore all options for retrofitting first. Any proposals for demolition need to be fully justified and should demonstrate that a new building would be the most sustainable outcome.</del></p> <p>The most effective way to reduce embodied carbon from development is to maximise the re-use of existing buildings and the materials they are composed of through refurbishment and retrofitting, along with prioritising the use of recycled materials. Therefore, proposals which promote and the retention of existing buildings, rather than their substantial demolition will be supported in principle.</p>	Modifications proposed to simplify the text and to make it more succinct.
S/43/26	New supporting text (new paragraph 43.3)	<p>Where a use is proposed which requires substantial demolition, other alternative uses which might instead allow for a retrofit or deep retrofit of an existing building should be considered first.</p>	For clarity on how the policy operates (see S/43/03).

S/43/27	New supporting text (new paragraph 43.4)	<p><b>The tests for demolition</b></p> <p><b>Prioritising retrofit over demolition</b></p> <p>Where development proposals include substantial demolition of existing building(s) over a single storey, applicants must provide evidence to justify this demolition. This is through the sequential test set out in Part D of the policy. The tests in Part D must be addressed sequentially as the investigation and analysis of the existing building and consideration of its current and future use(s), required to demonstrate compliance with the earlier tests, will contribute to the evidence base for demonstrating compliance or otherwise with the later tests in the sequence.</p>	For clarity on how the policy operates.
S/43/28	New supporting text (new paragraph 43.5)	<p><i>[Please see Appendix 2 of this document below for graphic]</i></p> <p><u>Figure 42: Overview of sequential test for demolition</u></p> <p>The sequential test is required to demonstrate that other construction options have been considered and compared to the proposed development. The alternative development options which must be considered are set out in the table below.</p> <p><i>[See table in Appendix 3 below]</i></p>	Graphic proposed for inclusion for clarity and in response in response to representations from a range of stakeholders.
S/43/29	New supporting text (new	<p><b>Pre-Redevelopment Audits</b></p> <p>Where the sequential test is required to be met, planning applications must be supported by a Pre-Redevelopment Audit, which shall be independently verified by the Council</p>	For consistency and clarity on how the policy operates, to reflect other modifications to the policy (see S/43/09).

	paragraph 43.6)	<p>through a third-party review, by an appropriately qualified professional, at the applicant's expense. Chapters of the Pre-Redevelopment Audit will correspond to the requirements of the sequential test outlined in Part D, as follows:</p> <ul style="list-style-type: none"> <li>• Analysis of structural soundness – Chapter 1: Structural Engineers Report</li> <li>• Analysis of appropriateness of use and relevant operational and access requirements - Chapter 2: Requirements of Use Report</li> <li>• Analysis of whole life carbon impacts – Chapter 3: Carbon Options Appraisal</li> <li>• Analysis of public benefits – Chapter 4: Public Benefits Statement</li> </ul>	
S/43/30	New supporting text (new paragraph 43.7)	Where retrofitting is unfeasible due to structural or safety concerns, applicants must demonstrate this through an independently verified structural assessment from a suitably qualified engineer. Where structural reinforcement is possible, but the extent and cost of which would make the development undeliverable, this should also be supported by evidence.	For consistency and clarity on how the policy operates. Relocation of text from paragraph 43.3 (see S/43/32) to reflect the ordering of the sequential tests and other updates to the policy.
S/43/31	New supporting text (new paragraph 43.8)	Where substantial demolition is required due to new specialised and bespoke operational requirements, applicants must demonstrate why those operational or access requirements are integral to the proposed use of the building and cannot be addressed within the existing structure, providing evidence of any technical requirements or standards. Bespoke specialised operational requirements may include technological	For consistency and clarity on how the policy operates. Relocation of text from paragraph 43.5 (see S/43/34) to reflect the ordering of the sequential tests and other updates to the policy.

		parameters without which the proposed use could not function, or development phasing in order to maintain an important public service.	
S/43/32	Paragraph 43.3 (new paragraph 43.9)	Where <del>test 2 does not apply or is not met</del> , whole-life carbon assessments <del>comparing building options are</del> can be relied upon to justify demolition. <del>and construction of a new building;</del> These must follow the most up to date RICS methodology, factoring in grid de-carbonisation and consider realistic life cycles. <del>and the Mayor of London's Whole Life Carbon London Plan Guidance (LPG) and be presented as an appraisal of the construction options for reuse, refurbishment, retrofit, deep retrofit and demolition. When presenting comparisons between retrofit and newbuild options, a realistic whole life cycle for a retrofit scheme should be used which accounts for the extended life of a building resulting from a high quality retrofit; and how the material choices for a retrofit option and a newbuild both aim to deliver the lowest embodied carbon achievable. Where retrofitting is unfeasible due to structural or safety concerns, applicants should demonstrate this through a structural statement from a suitably qualified engineer. Where structural reinforcement is possible, but the extent of which would make the development unviable to retrofit, this should be supported by a viability report. Some purpose-built structures may pose technical challenges for retrofitting, such as multi-storey car parks, and single-storey garages — and redevelopment may be acceptable in these instances, provided that all options for material re-use from the</del>	For consistency and clarity on how the policy operates, to reflect other modifications to the policy, including re-ordering of text (see S/43/30).



		<p><del>existing structure are utilised through a pre-demolition audit.</del></p>	
S/43/33	<p>Paragraph 43.4 (new paragraph 43.10)</p>	<p><del>Newbuilds</del> The demolition of existing buildings can bring opportunities for the delivery of additional significant public benefits which exceed policy compliant requirements set by the Development Plan. <del>such as the delivery of new public infrastructure, the provision of affordable workspace, significant uplifts in jobs, affordable housing and estate regeneration.</del> In such instances, planning Applicantstions for developments incorporating such benefits as a result of demolition should must demonstrate how these benefits are significant and why these could not be delivered to the same extent through a development option which retains a higher proportion of the existing building(s). <del>practicably or viably be realised through a retrofit scheme.</del> In recognition of the global, national and local economic importance of the West End Retail and Leisure Special Policy Area (WERLSPA), the Paddington and Victoria Opportunity Areas and North West Economic Development Area (NWEDA), optimising the site capacity to achieve significant employment, jobs and investment opportunities may also be considered a public benefit justifying the replacement of a building. Any economic benefits would need to be fully justified and the applicant must demonstrate to the council's satisfaction why they could not be achieved through a retrofit option through a meaningful and honest comparison. Furthermore, the scale of the net additional public benefits proposed must be proportionate to the extra carbon emissions associated with the proposed development. The</p>	<p>For completeness and clarity on how the policy operates.</p>

		relative carbon difference will be based on the options evidenced in test 3.	
S/43/34	Paragraph 43.5 (new paragraph 43.11)	<del>Applicants should fully assess the suitability of a site for a proposed use when justifying operational requirements which could not be met through retrofit. Where bespoke operational requirements are relied upon to support demolition, these should be demonstrated as unachievable through a retrofit, alteration or extension to an existing building. Operational requirements may include: development phasing in order to maintain an important public service, and necessary design requirements without which the proposed use could not function. Where a change of use is proposed that requires bespoke design requirements, applicants should demonstrate the suitability of the site through a Site Selection Statement and set out why those design requirements are integral to the proposed use or operations of the building, providing evidence of any technical requirements or standards.</del>	For consistency and clarity on how the policy operates. Text relocated for consistency with proposed policy modifications and ordering of sequential test (see S/43/31).
S/43/35	New supporting text (new paragraph 43.12)	Further guidance on the structure and form of the Pre-Redevelopment Audit, which chapters should be included, and how this should be used to demonstrate compliance with the sequential test will be provided within an upcoming update to the Environment SPD.  In addition, for all developments where any demolition is taking place, a Circular Economy Statement shall be prepared. Further guidance will also be provided in an upcoming update to the Environment SPD.	For consistency and clarity on how the policy operates, to reflect modifications to the policy, along with relocating text from paragraph 43.12 (see S/43/49).

S/43/36	Paragraph 43.6 (new paragraph 43.13)	<p><b>Embodied Carbon</b></p> <p><del>To respond to the climate emergency, development should be innovative in design and incorporate low carbon materials. The lowest carbon materials available are those which can be re-used from existing buildings through retrofitting.</del> Where the assessment of Whole Life Carbon is required, demolition of an existing building occurs and where the development is a major scheme, applicants are expected to evidence that they development should aim to meet the relevant upfront <del>target</del> embodied carbon aspirational requirement benchmark at application stage. <del>Where the target benchmark is not possible, a minimum embodied carbon benchmark will still apply to limit the overall carbon footprint of the development. The most up to date RICS methodology should be followed to calculate embodied carbon. Where subsequent benchmarks are established by other bodies, for example the UKGBC, these may be used where they have been aligned to LETI benchmarks. At the time of writing, the benchmarks recommended are based off guidance published by LETI in 2020.</del> Applicants will be expected to provide evidence pursuant to a legal agreement or planning condition to demonstrate that the upfront embodied carbon limit or lower has been achieved through the implementation of the development.</p>	For consistency and clarity on how the policy operates (see S/43/13, S/43/14 and S/43/15) and to reflect other proposed policy modifications.
S/43/37	New supporting text (new)	Mixed-use developments should target the upfront embodied carbon requirement of the typology which makes up the greatest proportion of the development in GIA. If the uses are relatively equally split, then the lower	For consistency and clarity on how the policy operates, in response to representations from a range of stakeholders, and to ensure consistency with approaches used by the Greater London Authority.

	paragraph 43.14)	aspirational requirement (in Co <sub>2</sub> e/sqm) should be achieved.	
S/43/38	Paragraph 43.7 (new paragraph 43.15)	Some sites are particularly challenging to achieve low embodied carbon outcomes, whether that be due to heritage reasons, existing underground infrastructure, or ground conditions. Where there are site specific constraints that make the upfront embodied carbon limit a benchmark unachievable, applicants should provide robust justification of these constraints. <del>the building design, and should include a breakdown of the embodied carbon in the structure, façade and MEP, demonstrating how these align with the relevant benchmark, and providing justification for features which cannot meet the benchmark.</del> This should include a detailed breakdown of the embodied carbon per building element to demonstrate how the site specific conditions have an impact on the ability to reach the upfront embodied carbon requirements.	For consistency and clarity on how the policy operates.
S/43/39	New supporting text (new paragraph 43.16)	For residential schemes where the upfront embodied carbon targets could impede the delivery of affordable housing, priority will be given to the delivery of affordable homes. Applicants should justify the maximum upfront embodied carbon reductions deliverable without affecting the deliverability of policy compliant levels of affordable housing.	For consistency with other changes proposed to the policy.

S/43/40	Paragraph 43.8 (new paragraph 43.17)	Following <b>practical</b> completion, major schemes will be required to publicly display the total embodied carbon associated with the development, ensuring the information is visible to visitors and occupants of a building.	For clarity and to align with common industry terminology.
S/43/41	New supporting text (new paragraph 43.18)	<b>Further guidance on the scope of the Whole Life Carbon Assessment will be provided in an upcoming update to the Environment SPD.</b>	For clarity on technical details pertaining to the policy requirement for Whole Life Carbon Assessments
S/43/42	Existing table following paragraph 43.8	<b><u>[See deleted table in Appendix 4 below]</u></b>	For consistency, to reflect other modification proposed to the policy.
S/43/43	New table	<b><u>[See table in Appendix 5 below]</u></b>	For completeness and clarity on how the policy operates.
S/43/44	Paragraph 43.9	<b>Use of targets and absolute minimums</b> <del>The use of LETI Band A is the current stretch target for non-residential schemes. The use of LETI Band B is the current stretch target for residential and mixed-use schemes below 18 metres. LETI Band C is the current stretch target for residential and mixed-use schemes above 18 metres. The targets differentiate heights buildings which include residential development to reflect the wider</del>	For consistency and clarity on how the policy operates, with information now presented more clearly in a table (see S/43/43).

		range of low-carbon materials that are available for use in residential buildings below 18 metres.	
S/43/45	Paragraph 43.10	<del>It is expected that these benchmarks will likely become business as usual during the City Plan period as building standards improve and the push for sustainable development gains greater momentum. The Whole Life Cycle Carbon assessment should provide detail on the measures taken to lower embodied carbon, including an assessment of the design performance against the target benchmarks.</del>	For consistency and clarity on how the policy operates. Modification proposed to remove text, as this is instead referenced in new supporting text (see S/43/41).
S/43/46	Paragraph 43.11 (new paragraph 43.19)	<b>Carbon offset payments in lieu</b> Where applicants <del>fully</del> demonstrate the <del>upfront</del> embodied carbon <del>benchmark limits is are</del> undeliverable due to site specific constraints or justified bespoke design parameters, <del>a payments are to will be made required</del> to the Council's carbon offset fund in lieu of meeting embodied carbon <del>limits targets</del> on site.	For consistency and clarity on how the policy operates, in response to representations from a range of stakeholders.
S/43/47	Paragraph 43.11 (new paragraph 43.20)	Applicants will also be able to credit <del>upfront</del> embodied carbon reductions below the <del>minimum benchmarks</del> <del>aspirational requirement</del> to their total <del>operational</del> carbon offset payment calculated in their <del>eEnergy sStatement</del> .	For consistency and clarity on how the policy operates, in response to representations from a range of stakeholders.
S/43/48	Paragraph 43.11 (new paragraph 43.21)	Further details are provided in Policy 40 (Energy). <del>Further Additional</del> details on how <del>this carbon offset payments shall is to</del> be calculated will be provided in <del>an update to the</del>	For consistency and clarity on how the policy operates, in response to representations from a range of stakeholders.

		Planning Obligations and Affordable Housing Supplementary Planning Document <del>(2024)</del> .	
S/43/49	Paragraph 43.12	<p><del>Circular Economy Statement, pre-redevelopment, pre-demolition and reclamation audits</del></p> <p><del>-For all developments where the principle of demolition has been agreed, a Circular Economy Statement shall be prepared in accordance with the London Plan Guidance on Circular Economy Statements (2022). As part of this guidance, pre-redevelopment and pre-demolition audits are required which should identify potential materials which could be reused, and a strategy for their reclamation.</del></p>	For consistency and clarity on how the policy operates. Modification proposed as text relating to Circular Economy Statements is relocated elsewhere within the supporting text (see S/43/35).
S/43/50	Paragraph 43.13 (new paragraph 43.22)	<p><del>Alterations and extensions</del></p> <p><del>Unlocking and promoting responsible retrofitting</del></p> <p><del>8.13/ Securing extensions alongside newly retrofitted buildings will enable continued sustainable growth across the city. Retrofitting buildings, along with providing an uplift in floorspace through extensions can enable continued sustainable growth across the city. Where applicants can demonstrate that an extension or external alteration is required to deliver a viable retrofit of a heritage asset, we will consider the benefits of securing a lower carbon development when considering its design impacts — in particular, where buildings may otherwise meet the tests for demolition.</del></p>	For clarity on how the policy operates, in response to representations from a range of stakeholders.

S/43/51	Paragraph 43.13 (new paragraph 43.23)	Applicants <del>should</del> <b>must</b> demonstrate how any <del>harm townscape, heritage or design impacts identified from the development as a result of the retrofitting approach has</del> have been avoided, mitigated, or minimised, <del>where possible. and identify the potential carbon reduction benefits that the development will deliver, considering both embodied carbon and operational carbon.</del>	For clarity on how the policy operates, in response to representations from a range of stakeholders.
S/43/52	Paragraph 43.14	<b><del>Sustainable Design Statement or Retrofit Plan</del></b> <del>All applications for development which create new floorspace and/or proposals which involve extensive works to retrofit existing buildings to improve their environmental performance must be supported by a Sustainable Design Statement. This requirement forms an important component of demonstrating consideration of retrofit options for new developments. A Retrofit Plan will be required in line with the Sustainable Design Statement to summarise how the retrofit policy has been complied with and any issues relevant to the proposal.</del>	For consistency and to reflect modifications made to the policy (see S/43/23).



# Table 10 - Appendix 3: Schedule of superseded policies

Modification reference	Section of the Plan	Proposed change	Reason for change
S/A3/01	New Table 1: Westminster City Plan (2021)	<p><a href="#">City Plan Strategic Policies (April 2021) Policy 9 Affordable Housing</a></p> <p><a href="#">Superseded by policy Policy 13 Affordable Housing</a></p>	To clarify that new Policy 13 replaces adopted Policy 9, ensuring compliance with Regulation 8(5) of the 2012 Regulations.

# Table 11 - Glossary

Modification reference	Section of the Plan	Proposed change	Reason for change
S/G/01	Glossary	<b>Deep retrofit:</b> Development involving the re-use of as much of the existing building(s) as possible, and which involves measures to facilitate energy, performance and climate adaptation upgrades. For the purposes of the Retrofit First policy, this could include the removal and replacement of building envelope, services and finishes and may involve works to superstructure of the existing building(s), but may involve the demolition and replacement of <del>parts of the façade and core, floor and retains at least</del> less than, or equal to 50% of the existing floor slabs., and which results in significant energy, performance, and climate adaptation upgrades., comparable to those in a new building, dramatically reducing carbon emissions from the building compared to the existing structure and prolonging its usable lifespan.	For clarity and to align with proposed modifications to the policy.
S/G/02	Glossary	<b>New building:</b> For the purposes of the Retrofit First policy, development which involves the demolition and replacement of more than 50% of the floor slabs and substructure of any pre-existing building over a single storey, or entirely new structures.	For clarity and to align with proposed modifications to the policy.

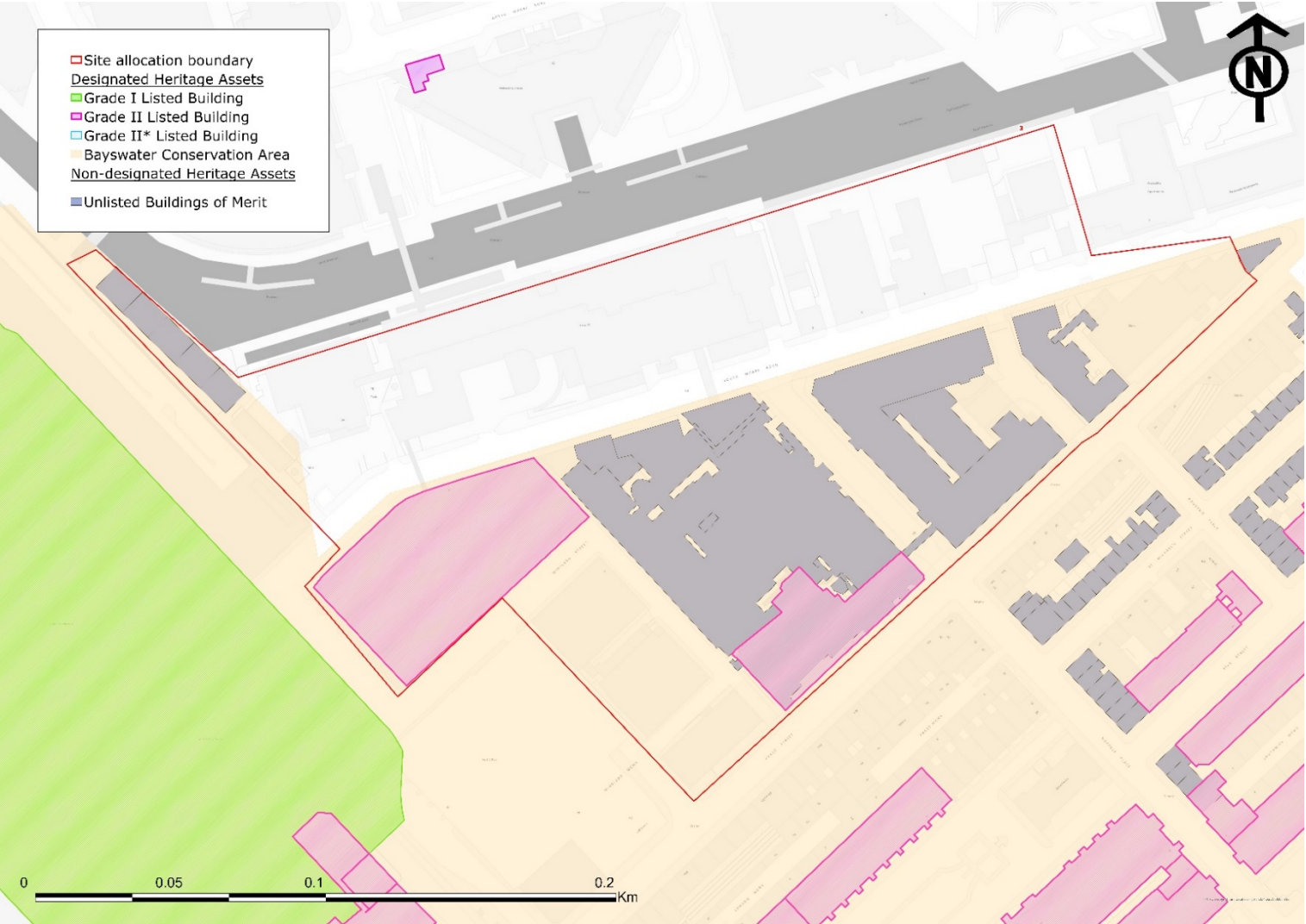
S/G/03	Glossary	<b>Retrofit:</b> Development <del>which involves the re-use of at least 50% measures to facilitate energy, performance and climate adaptation upgrades. For the purposes of the Retrofit First policy, this could include the removal and replacement of the building envelope, services and finishes and may involve none or minor works to the superstructure of the existing building(s) (including foundations, core, and floor slabs), resulting in less than 10% of the existing building(s) being subject to demolition. and which results in energy, performance, and climate adaptation upgrades., which will reduce carbon emissions from the building compared to the existing structure and prolong its usable lifespan.</del>	For clarity and to align with proposed modifications to the policy.
S/G/04	Glossary	<b>Small-scale residential development:</b> For the purposes of affordable housing delivery, small-scale residential developments are those schemes that do not meet the definition of ‘major residential development’ and create new homes.	For clarity and to align with proposed modifications to the policy.
S/G/05	Glossary	<b>Substantial Demolition:</b> <del>Development consisting of the</del> Demolition of more than 50% <del>or more</del> of the floor slabs and substructure of any pre-existing building. <del>above-ground structures, by area or volume, but not constituting total demolition.</del>	For clarity and to align with proposed modifications to the policy.
S/G/06	Glossary	<b>Total demolition:</b> <del>For the purposes of the Retrofit First policy only, development consisting of Tthe removal, deconstruction or demolition of an existing building, which will entail the removal of all of its fit out, superstructure, cores, and basement slab(s), but may involve the retention</del>	For clarity and to align with proposed modifications to the policy.

		of the façade destruction of all of the above ground floor slabs.	
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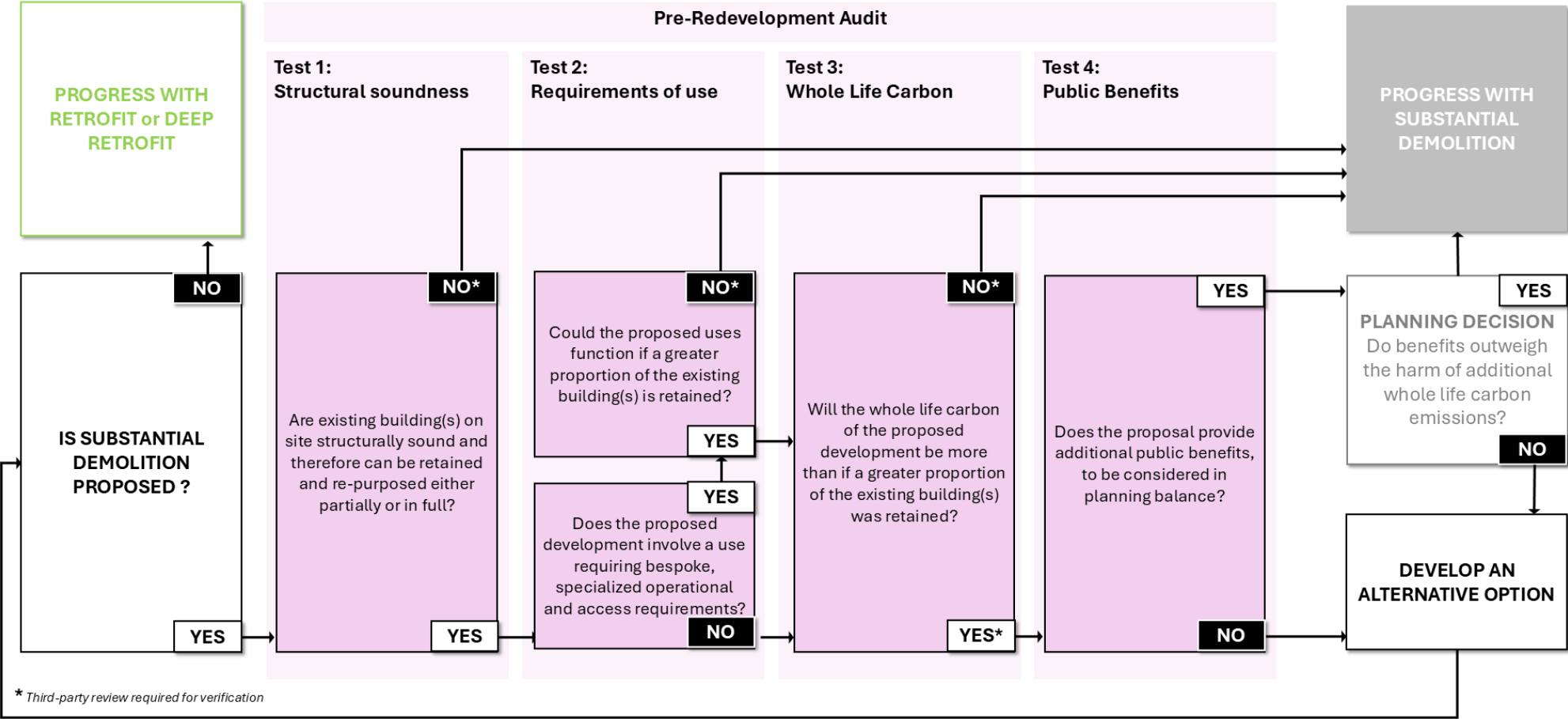
# 3. Appendices

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# Appendix 1: Heritage diagram for St Mary's Hospital



# Appendix 2: Proposed Graphic Illustration of Part A of the Retrofit Policy



# Appendix 3: Additional table 1 for Retrofit First policy

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<u>Proposed Development Type</u>	<u>Type of alternative options to be assessed</u>	<u>Number of alternative options to be assessed</u>
1. <u>Retrofit</u>	<u>Not applicable</u>	<u>0</u>
2. <u>Retrofit with extension</u>	<u>Not applicable</u>	<u>0</u>
3. <u>Deep Retrofit</u>	<u>Not applicable</u>	<u>0</u>
4. <u>Deep Retrofit with extension</u>	<u>Not applicable</u>	<u>0</u>
5. <u>Complete New Build</u>	a) <u>Retrofit; or</u> b) <u>Retrofit with extension; or</u> c) <u>Deep retrofit; or</u> d) <u>Deep retrofit with extension.</u>	<u>2</u>



# Appendix 4: Removed table from Retrofit First policy

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Building type	LETI band equivalent
Non-residential buildings	Target A Minimum B
Residential (including mixed use) under 18 metres in height	Target B Minimum C
Residential (including mixed use) over 18 metres in height	Target C Minimum D
Exceptions (site constraints, fast track affordable housing schemes, custom build and self build homes)	Lowest deliverable embodied carbon without affecting provision of affordable housing

# Appendix 5: Additional table 2 for Retrofit First policy

<u>Building type</u>	<u>Upfront Embodied Carbon (A1-A5) requirements</u>	<u>Embodied carbon offset</u>	<u>Credit to operational carbon offset payment</u>
<u>Major schemes - Commercial buildings (including commercial led mixed-use schemes)</u>	<u>Aspirational : 550kg CO<sub>2</sub>e/sqm</u> <u>Limit: 650kg CO<sub>2</sub>e/sqm</u>	<u>Will be required where the limit (650kg CO<sub>2</sub>e/sqm) is being exceeded for justified reasons such as site constraints and bespoke design requirements.</u>	<u>Will be applied based on the tonnes of carbon below the aspirational requirement (550kg CO<sub>2</sub>e/sqm), confirmed at practical completion.</u>
<u>Major schemes - Residential (including residential-led mixed-use schemes and hotels) over 18 metres* in height</u>	<u>Aspirational: 600kg CO<sub>2</sub>e/sqm</u> <u>Limit: 700kg CO<sub>2</sub>e/sqm</u>	<u>Will be required where the limit (700kg CO<sub>2</sub>e/sqm) is being exceeded for justified reasons such as site constraints and bespoke design requirements.</u>	<u>Will be applied based on the tonnes of carbon below the aspirational requirement (600kg CO<sub>2</sub>e/sqm), confirmed at practical completion.</u>
<u>Major schemes - Residential (including residential-led mixed-use schemes and hotels) under 18 metres* in height</u>	<u>Aspirational: 550kg CO<sub>2</sub>e/sqm</u> <u>Limit: 650kg CO<sub>2</sub>e/sqm</u>	<u>Will be required where the limit (650kg CO<sub>2</sub>e/sqm) is being exceeded for justified reasons such as site constraints and bespoke design requirements.</u>	<u>Will be applied based on the tonnes of carbon below the aspirational requirement (550kg CO<sub>2</sub>e/sqm), confirmed at practical completion.</u>
<u>Non-major schemes where policy applies, and development types not considered above</u>	<u>Lowest deliverable upfront embodied carbon without affecting provision of affordable housing</u>	<u>Will not be required</u>	<u>Will not apply</u>
<u>Major and non-major schemes delivering policy compliant affordable housing</u>	<u>Lowest deliverable upfront embodied carbon without affecting provision of affordable housing</u>	<u>Will not be required</u>	<u>Will not apply</u>
<u>*The requirements differentiate heights buildings which include residential development to reflect the wider range of low-carbon materials that are available for use in residential buildings below 18 metres.</u>			

Planning Policy Team

Westminster City Council  
64 Victoria Street  
London, SW1E 6QP

020 7641 6000

November 2024

## Appendix 2 List of Submission Documents

Type of document	Reference	Submission document name
<b>Core Submission Documents</b>	CORE_001	Regulation 19 Publication Draft City Plan Partial Review 2019-2040
	CORE_002	Schedule of Modifications to the City Plan Partial Review
	CORE_003	Regulation 19 Policies Map
	CORE_004	Schedule of changes to the Policies Map
	CORE_005	Submission Policies Map
	CORE_006	Addendum to the Schedule of changes to the Policies Map
	CORE_007	Reg19 Integrated Impact Assessment
	CORE_008	Reg19 Integrated Impact Assessment Appendix VIII Reasonable Alternative Appraisals
	CORE_009	Reg19 Integrated Impact Assessment Appendix IX Policy Appraisals
	CORE_010	Equalities Impact Assessment
	CORE_011	Habitats Regulation Assessment Screening
	CORE_012	Statement of Community Involvement
	CORE_013	Regulation 19 Consultation Statement
	CORE_014	Submission Consultation Statement
	CORE_015	Reg19 Full Representations
	CORE_016	Regulation 19 Duty to Cooperate Statement
	CORE_017	Submission Duty to Cooperate Statement
	CORE_018	Local Development Scheme Update
	CORE_019	Submission Notice Statement
	CORE_020	Statement of conformity with the London Plan
	CORE_021	Schedule of policies
	CORE_022	Adopted City Plan 2019-2040
	CORE_023	Adopted London Plan 2021
	CORE_024	Regulation 19 respondents and respondents (for Inspector only)
<b>Statements of Common Ground</b>	SCG_001	Statement of Common Ground - Mayor
	SCG_002	Statement of Common Ground - Brent
	SCG_003	Statement of Common Ground - Camden
	SCG_004	Statement of Common Ground - City of London
	SCG_005	Statement of Common Ground - Lambeth
	SCG_006	Statement of Common Ground - RBKC
	SCG_007	Statement of Common Ground - Southwark
	SCG_008	Statement of Common Ground - Wandsworth

	SCG_009	Statement of Common Ground - Historic England
	SCG_010	Statement of Common Ground - Network Rail
	SCG_011	Statement of Common Ground - Places for London
	SCG_012	Statement of Common Ground - St Marys Hospital - Imperial College Healthcare NHS Trust
	SCG_013	Statement of Common Ground – Yoo and Ascendal Group
	SCG_014	Statement of Common Ground - WPA
	SCG_015	Statement of Common Ground - Institute of Structural Engineers
	SCG_016	Statement of Common Ground - UK Green Building Council
<b>Evidence - General</b>	EV_GEN_001	Partial Review Scope and Site Allocations Topic Paper
	EV_GEN_002	City Plan Partial Review Viability Report
	EV_GEN_003	City Plan Partial Review Submission Viability Addendum October 2024
	EV_GEN_004	Authority Monitoring Report 2022-2023
	EV_GEN_005	Five Year Housing Land Supply Statement 2020-2025
	EV_GEN_006	Infrastructure Delivery Plan, consultation draft
<b>Evidence - Housing</b>	EV_H_001	Strategic Housing Market Assessment
	EV_H_002	Small-scale Residential Developments Topic Paper
	EV_H_003	Small-scale Residential Developments Topic Paper Addendum
<b>Evidence - Retrofit</b>	EV_R_001	Retrofit-first Topic Paper
	EV_R_002	Embodied Carbon Evidence Base
	EV_R_003	Embodied Carbon Evidence Base Update
	EV_R_004	Retrofit Policy Guidance for Environment SPD
	EV_R_005	Retrofit First Topic Paper Update
<b>Evidence – Site Allocations</b>	EV_S_001	Site Allocations Heritage Impact Assessments
	EV_S_002	St Marys Site Allocation Heritage Impact Assessment
	EV_S_003	Archaeological Assessment
	EV_S_004	Level 2 Strategic Flood Risk Assessment
	EV_S_005	Grosvenor Sidings Design Review Panel Report
	EV_S_006	Royal Oak Design Review Panel Report
	EV_S_007	St Marys Hospital Design Review Panel Report
	EV_S_008	Westbourne Park Bus Garage Design Review Panel Report
<b>Other</b>	O_001	Plain English Guide to the City Plan
	O_002	Statement of Representations Procedure
	O_003	Submission Cabinet Member Report

**Appendix 3**  
**Proposed Modifications to Regulation 19 Policies - Accessible**  
**Reading Versions**

## Policy 8 St Mary's Hospital

### VISION

Our vision for St Mary's is the delivery of world-class cityscape, incorporating a high quality sustainable mixed-use development that contributes to the objectives of the Paddington Opportunity Area as an area for commercial-led growth and improved healthcare provision. Development will include the delivery of a new state of the art hospital that meets modern healthcare needs, alongside commercial growth that supports new high value jobs, a significantly enhanced public realm, and complementary uses.

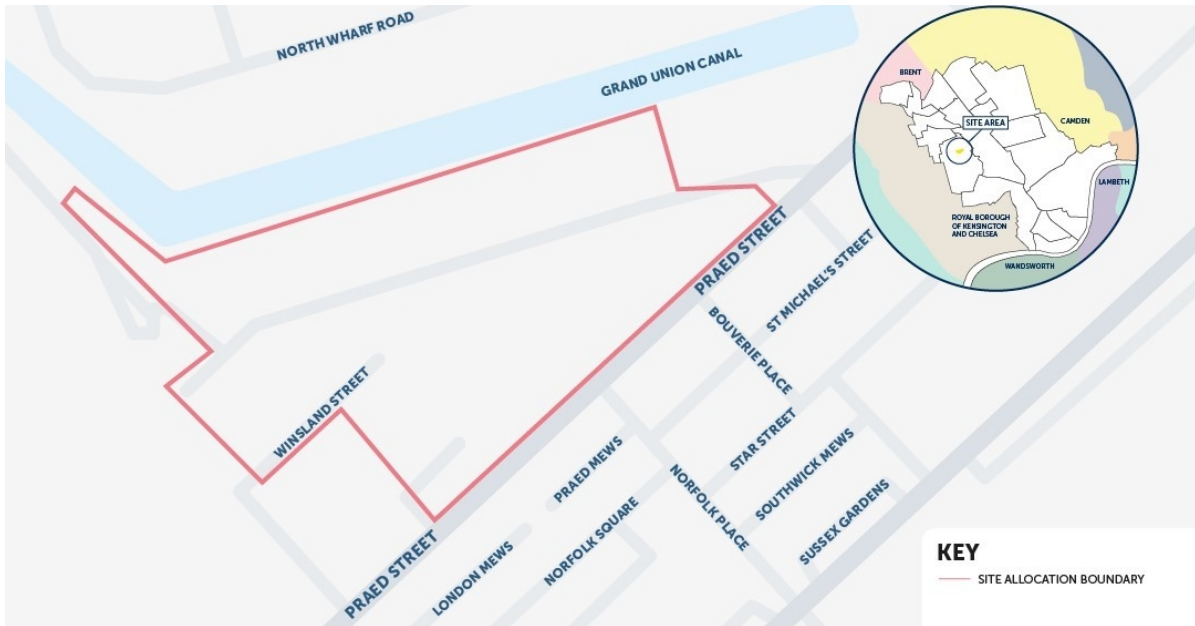


Figure 14: St Mary's Hospital boundary



Figure 15: St Mary's Hospital site allocation



Figure 16: Heritage designations within the St Mary's Hospital site allocation

## CORE PRINCIPLES

Development proposals should come forward as part of a master-planned approach to the site that delivers on the following core principles:

- A. The delivery of a new hospital that meets projected future healthcare needs and provides an enhanced patient experience, including improved legibility for those arriving from Paddington Station;
- B. Existing levels of healthcare to be maintained across the site during the construction of the new hospital building/s within a smaller footprint of the site;
- C. Sustainability should be at the heart of proposals, in terms of:
  1. the design, operation and adaptability of new buildings;
  2. the approach to the retention of existing buildings on site should consider embodied carbon and circular economy principles;
  3. the approach to transport and access and the promotion of active travel;
  4. climate resilience; and
  5. urban greening and securing biodiversity net gain.
- D. The delivery of the new hospital will release surplus land for alternative uses that will help facilitate the wider ambitions of the designated Paddington Opportunity Area whilst also contributing to the deliverability of the new hospital. Alternative uses such as



commercial, community and/or residential will be designed to a high standard and should not compromise the operational requirements of the new hospital;

- E. Development across the site will conserve and enhance heritage assets in a manner appropriate to their significance;
- F. Where the new hospital floorspace is required through the delivery of a tall building/s, all other uses should grade down from this, so the important public function of the hospital is given prominence and provides legibility benefits. Optimisation of development densities across the site will respond to its designation within the Paddington Opportunity Area and the varied townscape character and scale of the surrounding area;
- G. Enhancements to the key routes through the site in terms of quality, navigation and useability should form a key part of the masterplan for the area, including improved pedestrian access to the canal and enhanced permeability;
- H. Increased activation of existing and future routes throughout the site, including along the Paddington Basin, Praed Street, Tanner Lane and South Wharf Road;
- I. A coordinated approach to the movement of vehicles and people across the site, informed by a site-wide transport strategy. This should balance the competing demands for access by emergency vehicles, public transport, servicing and maintenance, and the needs of people with limited mobility;
- J. Preservation and enhancement of the canal and Paddington Basin as a key local asset of ecological, heritage and recreational value;
- K. New development should include the provision of new high quality and enhanced public realm including spaces for leisure and rest. This should limit negative microclimatic conditions and optimise separation distances between buildings of greater massing.

### **Supporting text**

8.1 / St Mary's Hospital represents a large and unique site in Westminster. The site offers scope for significant new development that secures a new hospital as a critical piece of infrastructure and meets a range of other policy objectives that could include jobs growth, new homes, and an improved public realm. Whilst the full redevelopment of the entire site will take time, and be delivered in phases, a comprehensive, master-planned approach, that responds to the vision and core principles above, is required. This will ensure that the future hospital forms part of a wider approach to placemaking in the area, maximising the benefits of any new development, along with ensuring that the impact of proposals across the site on their surroundings are properly understood at the planning application stage.

#### **The need for a new hospital**

8.2 / St Mary's Hospital is London's busiest trauma centre, a world-renowned teaching and research hospital, and the major acute hospital for north-west London serving a population of 2.4 million. It is one of four main trauma centres in London and includes a 24/7 Accident and Emergency Department.

8.3 / However, existing hospital buildings are in a poor state of repair, with high maintenance costs, and provide an inefficient and disorientating layout for patients, visitors and staff. It is also the only trauma centre in central London without helipad access.

8.4 / Current projections are that new hospital floorspace of approximately 136,000sqm GIA is needed. This is coupled with a need to consolidate the functional requirements of such floorspace in a manner that optimises clinical adjacencies and enables helipad access, to secure better quality healthcare provision. These requirements will need to be balanced whilst maintaining existing levels of healthcare provision during the construction of the new hospital building/s. The provision of new hospital floorspace will therefore require intensification of the site and consolidation of healthcare uses on a smaller footprint than the existing hospital to ensure there are no interruptions to services during the redevelopment.

### **Optimisation of the site, townscape and heritage**

8.5 / Upon completion of a consolidated new, fit for purpose hospital on site, existing floorspace currently used for healthcare purposes will become surplus to operational requirements, and available for other forms of development. Alternative uses that can positively contribute to wider objectives of the Paddington Opportunity Area are supported.

8.6 / Intensification of the site through optimised development densities would reflect the site's sustainability credentials (including high levels of public transport accessibility and the existing provision of shops and services in Praed Street District Centre), and its location within the CAZ and Paddington Opportunity Area.

8.7 / Intensification of the site will need to respond to townscape value, the wider setting of the Paddington Opportunity Area, and the cluster of established tall buildings within the context of the need to deliver a new hospital on site.

8.8 / Proposals will also conserve and enhance heritage assets in a manner appropriate to their significance. Proposals resulting in any harm to heritage assets or their settings will be determined in accordance with the NPPF. Figure 16 identifies key heritage assets and designations within the site. In addition, as there is some potential for some significant 19th century archaeology within the site (as set out in the Archaeological Statement), any planning application should be accompanied by an updated archaeological assessment that sets out appropriate mitigation measures where relevant.

8.9 / As the southern portion of the site is within the Conservation Area and is where the majority of buildings of heritage value are located, there is potential scope for greater building heights towards the canal basin, with a graduation of height across the whole site. This would reflect the shift in character to the north of the site and beyond - where modern developments represent an increase in density and building heights.

8.10 / Where new hospital floorspace is provided through a tall building/s, this should be given primacy in terms of building height across the site, reflecting the important public function of its uses, increasing its legibility, and providing functional benefits in terms of the need for helipad access.

### **Land uses**

8.11 / In terms of other land uses across the site, alongside new hospital floorspace, there is also scope for commercial development. The emergence of Paddington as an office location in recent years also means the further clustering of such development could help secure additional high-value jobs growth. This could include uses with synergies between the hospital such as clinical life sciences, research, innovation and other sectors. Other uses such as retail, community and residential can also contribute to a sustainable and vibrant mix of uses.

### **Sustainability**

8.12 / The council has declared a climate emergency and an ecological emergency, and St Mary's Hospital represents a large, prominent site in a highly accessible location that should be an exemplar of sustainable development. This includes through making the efficient use of land, promoting active travel, the provision of a vibrant mix of uses, high design quality and energy efficiency in new and repurposed buildings, and securing biodiversity enhancements across the site. A focus on ensuring that the overall site is resilient to climate change impacts should also be considered in any development proposals.

### **Accessibility, permeability, and the public realm**

8.13 / A people-led transport, movement, access, and parking masterplan for the phased development of the site should be prepared to demonstrate how accessibility can be promoted for current and future patients, visitors, residents and workers of all abilities.

8.14 / The Infrastructure Delivery Plan identifies a need for improved permeability through the site to Paddington Station. The existing street layout means that South Wharf Road provides an important spine to the site that provides relief from the highly congested and heavily trafficked Praed Street, where pavements are narrow, yet its current use and relationship to the buildings that abut it is of an uncoordinated and back land nature. Development proposals should therefore seek to enhance the permeability and attractiveness of this key thoroughfare and/or any other future principal routes through the site, including through greater activation of uses at ground floor level, the use of high-quality materials, and potential greening measures.

8.15 / Consideration should also be given to greater active frontages along Praed Street which could strengthen the role and function of the Praed Street District Centre.

8.16 / The Paddington Basin is an important piece of public realm that development should seek to better utilise and which new buildings could provide an improved relationship to. To ensure this becomes attractive and inviting, separation distances that allow light into it should be provided between buildings. Such spaces could also provide much needed dwell space and incorporate the use of Sustainable Drainage Systems that alleviate flood risk and enhance biodiversity. Any improvements to the canal shall also consider the work being undertaken as part of the Paddington Public Realm Strategy to the north of the site.

8.17 / Across the site, opportunities for greening, public art and the inclusion of street furniture should all be considered, to ensure development secures significant enhancements to the public realm, which will be imperative as the site becomes used more intensely. Opportunities to celebrate the sites industrial and healthcare histories should also be explored. This should include the reinstatement of the wharf side shelter and store which has

not been delivered to date within the Paddington Basin (historically located to the rear of the builder's merchant at 22 Praed Street) within public realm improvements.

### **Living environment**

8.18 / The incorporation of some residential development (which could include key worker housing or residential care uses) into proposals can help address high levels of housing need and contribute to a vibrant mix of uses across the site. However, likely levels of noise, and access requirements associated with hospital use, mean that any such provision will need to be carefully considered and, if provided, sited and designed to achieve high quality living environment for any future residents.

## Policy 9. Westbourne Park Bus Garage

### VISION

Our vision for the Westbourne Park Bus Garage site is the redevelopment and upgrade of the Bus Garage that meets current and future sustainable transport and staff needs, alongside the delivery of a high quality sustainable mixed-use residential-led development that contributes to the objectives of the North West Economic Development Area. This will align with the ambitions for the local area as a place for residential growth, increased employment opportunities and for a greener and more walkable public realm. New development will celebrate the site's industrial history and unique location by the Grand Union Canal.

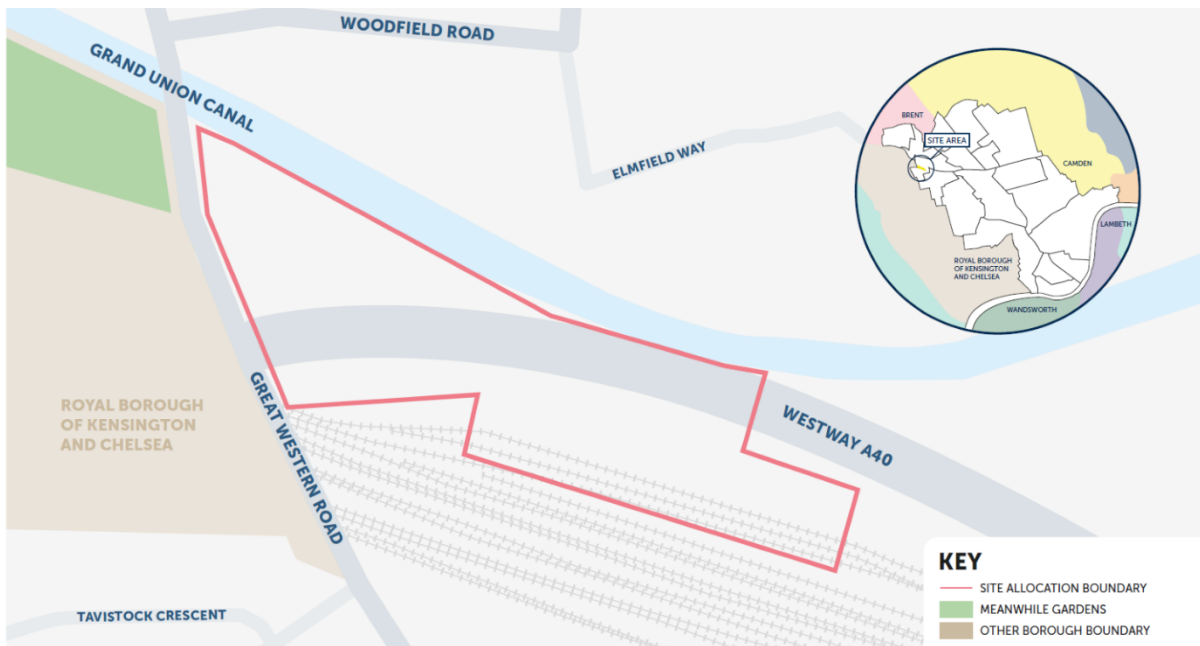


Figure 17: Westbourne Park Bus Garage boundary

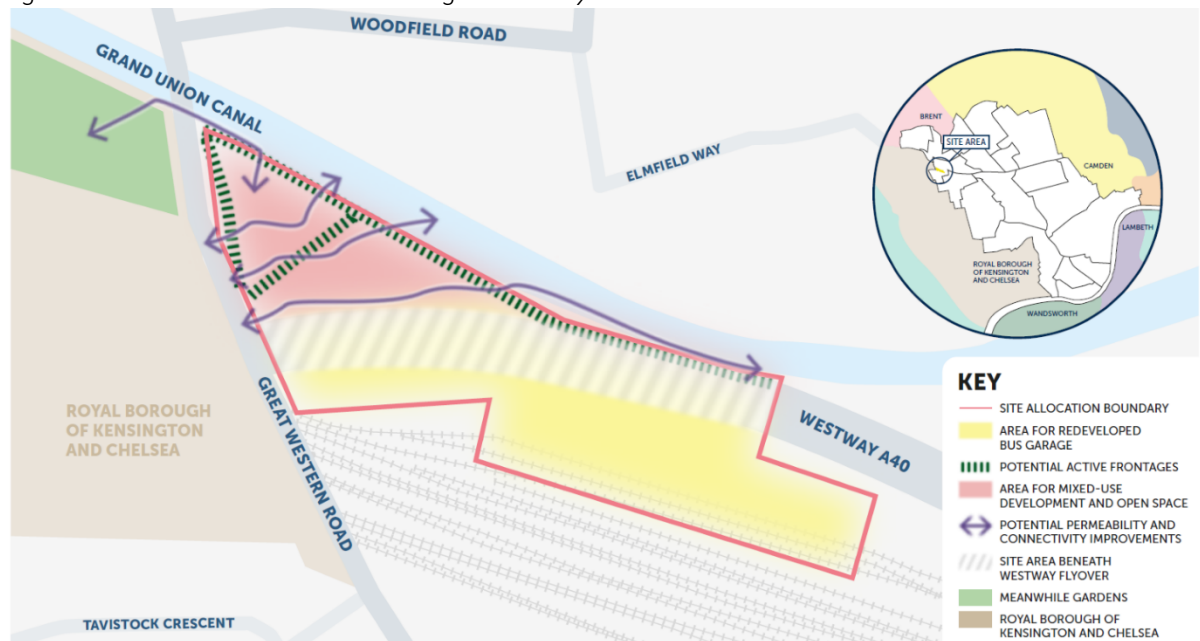


Figure 18: Westbourne Park Bus Garage site allocation

## CORE PRINCIPLES

Development proposals should deliver on the following core principles:

- A. The efficient use of land that supports the delivery of:
  1. A residential-led mixed-use development that contributes to meeting the city's housing needs; and
  2. A modern bus garage that meets current and projected future transport needs and provides a healthy work environment for staff members.
- B. Current and future operations of the Bus Garage, Tarmac Paddington Concrete Plant and railway are maintained during both the construction and operation of any new development.
- C. Sustainability should be at the heart of proposals, in terms of:
  1. The design, operation and adaptability of new buildings;
  2. The approach to the retention of existing buildings and structures on-site which should consider embodied carbon and circular economy principles;
  3. The approach to transport and access and the promotion of active travel;
  4. Climate resilience, including flood risk;
  5. Remediation of any potential on-site contamination; and
  6. Urban greening and securing biodiversity net gain.
- D. The optimisation of development densities in a manner that responds to the site's context. Proposals will conserve and enhance the significance of nearby heritage assets, including the Grand Union Canal and Trelick Tower. Access to public spaces and new buildings should be secured at all times (including in the event of the canal towpath being closed for maintenance purposes).
- E. Buildings adjacent to the Westway which include residential floorspace will secure a high quality living environment. Development proposals will be informed by appropriate technical assessments (including an assessment of daylight and sunlight, overheating, noise, vibration and air quality) to ensure impacts associated with existing nearby uses and transport infrastructure are mitigated.
- F. New commercial uses should support Small and Medium Enterprises to contribute to the North Paddington Creative Enterprise Zone goals and include affordable workspaces.
- G. New commercial uses such as food and beverage or light industrial should ensure the character of the canal towpath is maintained with consideration given to the impacts of new uses on its transport function, along with moorings and floating homes.
- H. An enhanced pedestrian experience and permeability through the site should be prioritised through:
  1. The creation of a new route and visual connection between Great Western Road and the Grand Union Canal;
  2. The activation of existing and new public spaces at ground floor level, including along Great Western Road and the canal towpath;

3. Exploring opportunities for a new pedestrian connection over the canal via a bridge; and
  4. Enhancements to Great Western Road following the Healthy Streets Approach as a key route for access to the site and for connections to the Harrow Road District Centre.
- I. The delivery of new dwell spaces should be enabled between buildings which are arranged to ensure a high-quality environment and the usability of these public spaces. This includes considering setbacks from the bridge and Grand Union Canal and overshadowing. These public areas should be designed to be accessible, safe, and should provide natural surveillance.
  - J. Opportunities for creating a green corridor between the site and Meanwhile Gardens and maintaining and enhancing light into the Grand Union Canal, should be maximised;
  - K. The protection and re-provision of existing telecommunications infrastructure; and
  - L. The consideration and management of development impacts on the on-site National Grid Electricity Transmission underground cables from early design phases; and
  - M. Meanwhile uses that activate and/or green the site and improve safety while works are completed are encouraged.

### **Supporting text**

9.1/ Westbourne Park Bus Garage is a unique site in the north of Westminster. The site offers scope for development that secures an upgraded bus garage to the south of the site, to enable the release of surplus land to the north to deliver new homes, create new jobs, and to provide a more inviting public realm.

9.2/ The vision and core principles identified above are for the site allocation overall. It is therefore recognised that different parcels may not be redeveloped simultaneously and may instead form part of an overarching phased development scheme. Overall, however, the vision and core principles should be reflected across the site as a whole to ensure the delivery of a revitalised place that benefits residents, workers and visitors.

#### **The need for the bus garage**

9.3/ The Westbourne Park Bus Garage has been functioning since 1981 and is one of the few bus garages located in Central London and the only one in Westminster. Currently, its buses serve both day and night Transport for London routes. The bus garage is key to the functioning of London's sustainable transport network.

9.4/ However, the existing bus garage configuration provides an inefficient layout and is spread across different parcels of land. Landowners and operators indicate that there is a potential to reconfigure the garage to release land for a residential-led mixed-use development.

9.5/ Given the importance of the bus garage in providing successful bus services in this part of London, its reconfiguration to the south of the site should ensure that London's transport network is not negatively impacted. Future strategic transport needs should also be considered, including a potential expansion and electrification of the network. Proposals should also ensure staff welfare is not negatively impacted.

9.6/ If an alternative site for relocation is found for a new bus garage, this may free up further land for alternative development at a later date. In the absence of any information on a potential relocation, it is currently assumed that the bus garage should continue to operate on part of the site.

### **Optimisation of the site**

9.7/ Where it is evidenced that current and future bus garage and network operations will not be impacted through reconfiguration, land could be released for redevelopment north of the site for other forms of development that contribute to the wider objectives of the North West Economic Development Area. Development across the site will reflect its sustainability credentials including high levels of public transport accessibility and proximity to existing shops and services in the Harrow Road District Centre.

9.8/ In line with the Heritage Impact Assessment, intensification of the site will however need to conserve and enhance existing heritage and townscape value, including having regard for the Grand Union Canal, Meanwhile Gardens and any impacts on views, including on the Grade II\* listed Trellick Tower in the Royal Borough of Kensington and Chelsea. Design proposals should also seek to celebrate the site's industrial history.

9.9/ Given the nearby transport infrastructure (including the elevated Westway, Great Western Road and the Grand Union Canal), design proposals should consider building setbacks, and shall ensure that buildings can be accessed at all times, including in the event that the canal is closed for maintenance purposes.

9.10/ In terms of land uses across the site, there is scope for the delivery of a new residential-led development that contributes to meeting Westminster's acute housing needs. Given that the site is in mixed private/public use and ownership, proposals should clearly set out how they are maximising affordable housing delivery in line with the Mayor of London's approach to affordable housing and viability.

9.11/ Additional uses could include commercial development that activates the lower levels of any new buildings and that contributes to the North Paddington Creative Enterprise Zone by delivering space for Small and Medium Enterprises, including affordable workspaces. Such development will create jobs and could also include retail, food and drink, light industrial and community uses that contribute to a sustainable and vibrant mix of uses that benefits the community.

### **Sustainability**

9.12/ The council has declared a climate and an ecological emergency, and Westbourne Park Bus Garage represents a large site in a unique accessible location in the north of the city that should be an exemplar of sustainable development. Development will be expected



to make an efficient use of land, deliver high design quality and energy efficiency in new and repurposed buildings, promote active travel, provide climate resilient buildings and secure greening and biodiversity enhancements across the site.

### **Living and working environment**

9.13/ Proposals will be developed in line with the 'agent of change' principle as established in the London Plan. Residential development, including communal areas and outside amenity spaces, will be of a high quality. Likely levels of noise and vibration and air quality impacts associated with the nearby transport infrastructure and Concrete Plant mean that new buildings will need to be carefully sited and designed. Development should also consider how air quality can be improved.

9.14/ Existing telecommunications infrastructure should be protected and improved if necessary, to ensure access to high quality digital infrastructure and information and communications technology in this part of the city. Given the site is crossed by National Grid Electricity Transmission (NGET) infrastructure, applicants will need to demonstrate how they have considered NGET guidance, to minimise impact of development on the utility network. Applicants are expected to engage with infrastructure providers from early phases.

### **Permeability, activation and public realm**

9.15/ Development should increase permeability through the site to enable safe and attractive pedestrian movement between Westbourne Park station, the Harrow Road District Centre and the Grand Union Canal. The site's redevelopment provides an opportunity to create a new pedestrian and green spine, and visual connection to the canal.

9.16/ Development should explore the delivery of new active travel routes for pedestrians and cyclists, and not preclude further improvements to the network. Enhanced permeability could be achieved through the provision of a new route for cyclists or a new pedestrian bridge, if agreed with the relevant authorities.

9.17/ Great Western Road is congested and heavily trafficked. Some of the public realm areas alongside the canal are also in a neglected state and can attract anti-social behaviour, making people feel unsafe. Development should therefore seek to enhance the attractiveness of the site to encourage access into and across the site for a range of users. Meanwhile uses could help activate the space in the short-term during the construction period.

9.18/ New public realm will also be delivered as part of proposals and will include dwell spaces. Existing and new public realm will be designed to be high quality, include greening measures that increase biodiversity and incorporate Sustainable Urban Drainage Systems to manage flood risk.

9.19 / The canal is a major asset and important piece of public realm and blue infrastructure that development should seek to better utilise. However, uses located by the canal should consider impacts on pedestrian movement and existing moorings and floating homes. The tranquillity of the canal as a place to live and walk beside should be considered. Design proposals should consider how overshadowing of the canal can be minimised to maintain its positive features and limit harm to biodiversity.

9.20/ As different parcels may not be redeveloped simultaneously and the development of the whole site may take time, applicants should consider meanwhile uses and greening measures in early phases of development to create a safer and more attractive public realm and deliver visual and environmental benefits to the local community as early as possible.

## Policy 10. Land adjacent to Royal Oak

### VISION

Development on the site should deliver enhanced station approach and access, and improved permeability for pedestrians through the site, enabled through a high quality and sustainable mixed use development, comprising both commercial and well-designed residential. Non-residential land uses at the site should reflect the needs and aspirations for the local area, providing for a range and mix of flexible work-spaces, light industrial, logistics, and offices.

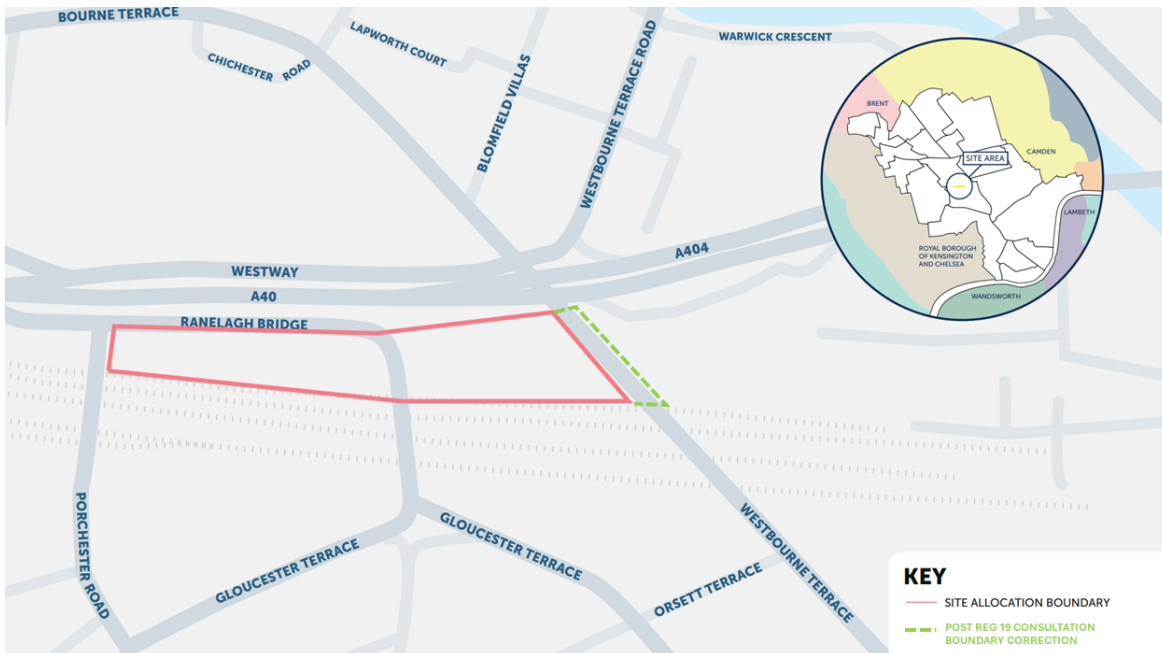


Figure 19: Royal Oak boundary

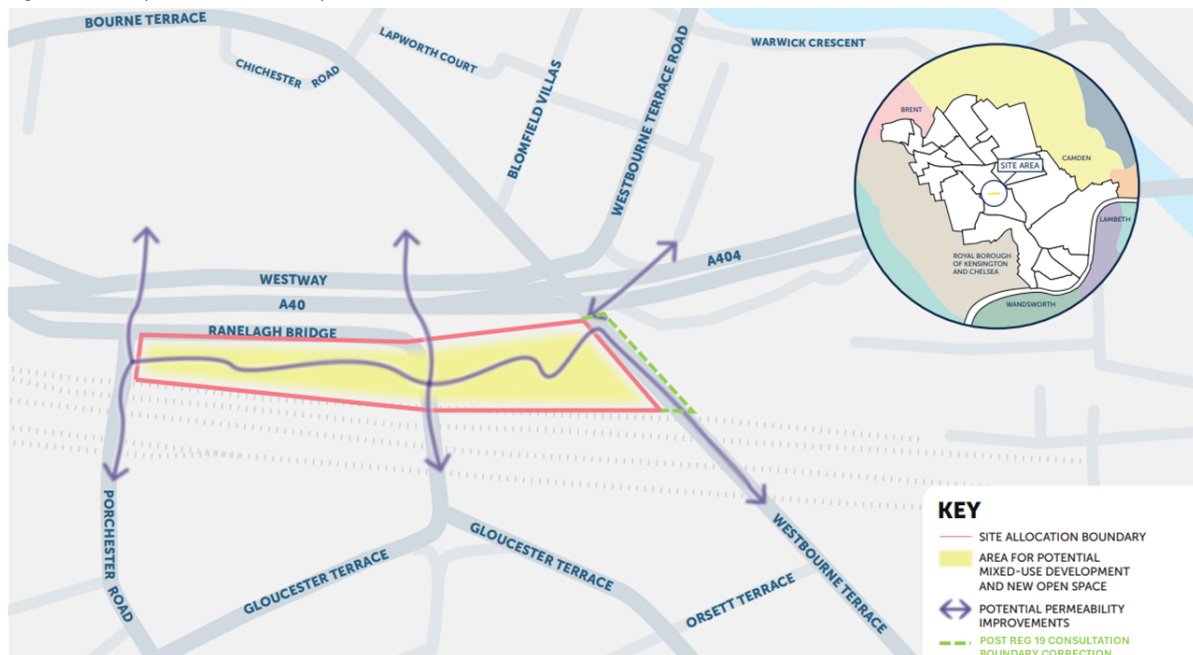


Figure 20: Land adjacent to Royal Oak site allocation

## CORE PRINCIPLES

Development proposals should come forward as part of a master-planned approach to the site that delivers on the following core principles:

- A. The delivery of improvements to the access of Royal Oak station and its surrounds, and permeability through the site for pedestrians, alongside the delivery of a mix of uses including commercial uses (potentially including office, light industrial or logistics) and new housing provision to positively contribute to the needs of the local area. This will include contributions towards the delivery step-free access to the station and enhancements to station capacity;
- B. The optimisation of development densities across the site in a manner that responds to its heritage value, townscape context and the integrity of the adjacent tall building cluster, ensuring that building heights grade down from the buildings at Kingdom Street and within the wider Paddington Opportunity Area;
- C. Enhanced permeability through the site and activation of public spaces at ground floor level, including around Royal Oak station, and in particular pedestrian through routes, including dwell spaces, through strategic separation distances between buildings. The existing vehicular route to the Elizabeth Line portal must be maintained unless TfL agrees that it is no longer required. Access to rail infrastructure and its security (Network Rail, London Underground, and Elizabeth Line) must not be compromised by development proposals;
- D. Sustainability and biodiversity should be at the heart of proposals – including in the design and operation of new buildings, the approach to the re-use of any materials from the site, the approach to transport and access, and maintaining and enhancing biodiversity on the site;
- E. Development will secure high quality living and working environments. Development will explore a full range of options to mitigate the impacts arising from nearby transport infrastructure, with these measures informed by appropriate technical assessments focusing on daylight and sunlight, overheating, noise, vibration, air quality and ventilation.
- F. Meanwhile uses for the site should be explored, in particular considering the potential of the site to be used for the storage of materials to support the circular economy. Any such use will be confined to the B8 use class.

### **Supporting text**

10.1 / The Land adjacent to Royal Oak is an underutilised site, which has several significant constraints which need careful consideration. The site does present an opportunity for improving the environs of Royal Oak station, and delivering growth. Careful management of land uses and mitigation of the constraints should enable a viable development to be delivered.

10.2 / It may take some time for a suitable scheme to come forward, and so meanwhile uses could be considered for the site. The site's relatively set back location, and brownfield character, could lend itself to number of meanwhile uses, and opportunities for this should be explored, and fully justified – but could include public recreation, storage of materials associated with the circular economy or urban logistics.

10.3 / The site sits within the NWEDA and the CAZ, and any proposals for the site should respond to the spatial strategy of the NWEDA and the CAZ, in particular by providing a high quality and sustainable mixed use development comprising both commercial and well-designed residential floorspace. Commercial land uses should cater for a range of different businesses, including affordable and smaller scale commercial space, which will support the diversity of commercial and job opportunities in the NWEDA. The pedestrian environment around Royal Oak station requires significant improvement, and is a key objective for the site. In particular, development should secure improved pedestrian permeability from Royal Oak station towards Paddington Basin.

10.4 / The site densities should be optimised, while respecting the surrounding townscape and heritage. The site is bordered by the Bayswater Conservation Area, and a Grade II listed bridge. Furthermore, adjacent to the site is a tall building cluster within the Paddington Opportunity Area, and so the integrity of this cluster should be preserved. Opportunities for viable residential development should be explored, within the parameters of an optimised design of the site. Given the significant constraints, especially in relation to access and adjacent heavy transport infrastructure, proposals will be developed in line with the 'agent of change' principle as established in the London Plan and it is imperative that any development secures high quality living and working environments through careful siting and design. Development should also consider measures to prevent overheating and maintain good indoor air quality. A range of housing typologies may be appropriate at the site, including both conventional and non-conventional housing typologies (student housing or live/work-spaces).

10.5 / There are limited options for material re-use or retrofitting on site, and so for the site to contribute to net zero targets, any new building should be of exemplary sustainable design.

10.6 / Enabling works, including raising the floor level, building access routes, or remodelling of some of the bridges are likely to significantly increase the embodied carbon of the development, and so careful re-use of any materials, and sustainable design will be paramount. A relatively significant amount of biodiversity exists at the site, and this should be re-provided and enhanced in line with biodiversity net gain requirements.

10.7 / Sites facilitating regional circular economies are in short supply throughout the inner London area, and the site may present opportunities for a meanwhile use which contributes to the management and re-use of construction materials in the locality, which is supported. Any such use will be confined to the B8 use class to ensure that the site is only used for open air storage, with no on-site processing in order to mitigate potential impacts on surrounding sensitive land uses, particularly the adjacent residential properties to the south.

# New Policy 11. Grosvenor Sidings

## VISION

Our vision for Grosvenor Sidings is the delivery of a high quality sustainable residential-led mixed-use development alongside complementary uses. Development will respect and respond to the site's context, history and character, and integrate sensitively with the surrounding townscape, enhancing the civic environment, whilst also creating a distinctive identity and sense of place that connects with the wider surrounding area.

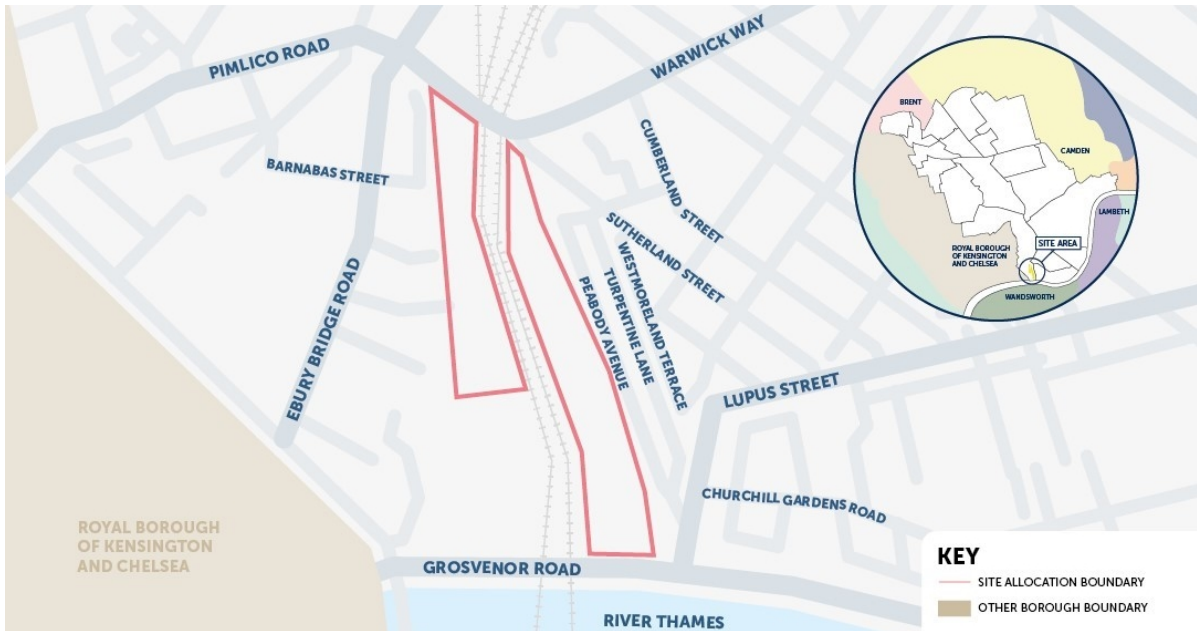


Figure 21: Grosvenor Sidings boundary

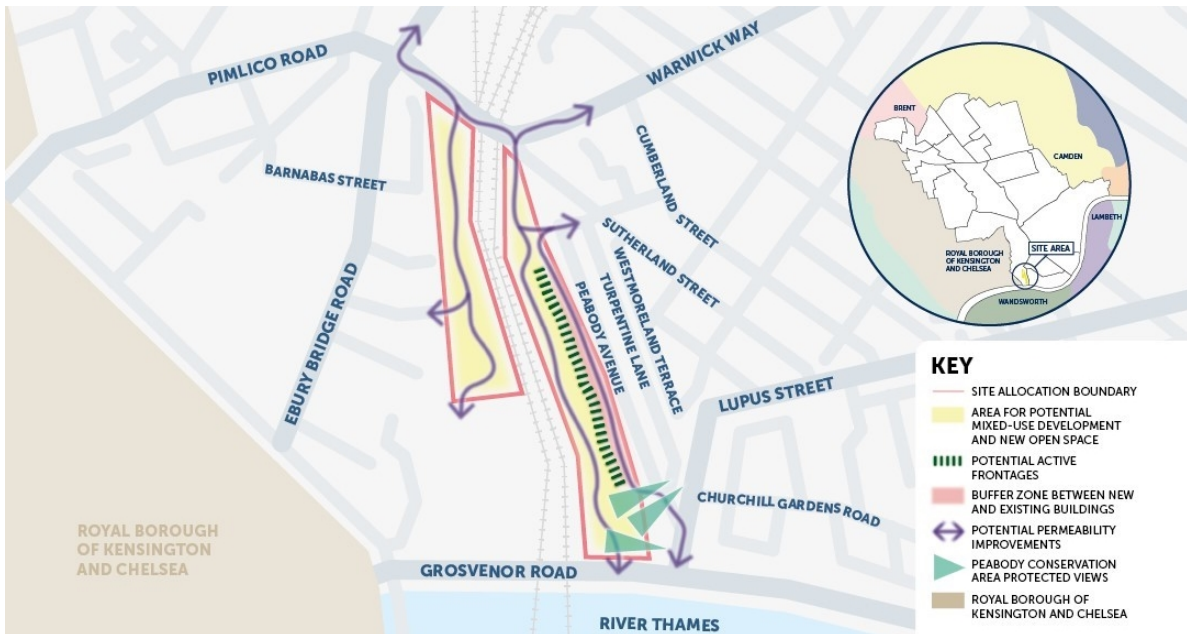


Figure 22: Grosvenor Sidings site allocation

## CORE PRINCIPLES

Development proposals will deliver on the following core principles:

- A. The efficient use of land for housing-led development alongside supporting commercial and community uses that complement existing and planned commercial centres to serve the needs of the local area;
- B. Ensuring that the British Transport Police building remains operational during construction and is retained or re-provided within development plans for the site, unless an alternative location is secured;
- C. Sustainability should be at the heart of proposals, in terms of:
  - 1. The design, operation and adaptability of new buildings;
  - 2. The approach to the retention of existing buildings and structures on-site should consider embodied carbon and circular economy principles;
  - 3. The approach to transport and access and the promotion of active travel;
  - 4. Climate resilience;
  - 5. Urban greening and securing biodiversity net gain.
- B. Proposals should be designed in a way that respects and responds to the local context, and conserves and enhances the significance of heritage assets and strategic and local views. Proposals should also sensitively repurpose the on-site listed 123A Grosvenor Road building and adjacent workshop building;
- C. Enhanced permeability through the site and beyond including the provision of access routes north to south from the River Thames to London Victoria Station and east to west through adjacent residential estates;
- D. Provision of new public open and play spaces within the development to provide opportunities for social interaction and to activate the space to reduce the potential for crime and anti-social behaviour;
- E. Provision of green and blue infrastructure that enhances biodiversity, and acts as a natural buffer between new development and existing occupiers of the Peabody residential estate, limiting impacts on residential amenity;
- F. Proposals should be designed in such a way that are in line with the recommendations of the Strategic Flood Risk Assessment by ensuring risks to surface and ground water flooding are minimised through provision of flood resistance and resilience measures and the incorporation of Sustainable Urban Drainage Systems;
- G. Where provided, any new residential development will secure a high quality living environment and not compromise the operational requirements of the railway – including through the provision of high levels of sound insulation given the noise associated with railway use. Development proposals will be informed by appropriate technical

assessments (including an assessment of daylight and sunlight, overheating, noise, vibration and air quality) to ensure impacts associated with existing transport infrastructure are mitigated.

### **Supporting text**

11.1 / The Grosvenor Sidings site comprises land including the existing Grosvenor Sidings to the east and the Pugs Hole sidings and Ebury British Transport Police site to the west. Together it represents an area that provides opportunities for new development that can deliver high quality homes and supporting uses that meet a range of other policy objectives, including job growth, new public open and green spaces, enhanced permeability and improved public realm. There is an opportunity to optimise the site and to balance townscape and heritage interests to ensure that the impact of proposals on their surroundings are properly understood at the planning application stage, and the benefits new development can bring are maximised.

11.2 / The vision and core principles identified above are for the site allocation overall, however it is recognised that land to the east and west may not be redeveloped simultaneously and may instead form part of an overarching phased development scheme. Overall, however, the vision and core principles should be reflected across the site allocation as a whole to ensure the delivery of a new place that benefits residents, workers and visitors that responds to its local context, regardless of if development across the site comes forward simultaneously or independently.

### **Proposed and existing operational use**

11.3 / Grosvenor Sidings to the east and Pugs Hole Sidings to the west currently operate as sidings/depots for trains, supporting the operations of the Chatham and Brighton mainline serving to and from London Victoria Station. To facilitate any redevelopment proposals for the site, it is envisioned that the sidings will be relocated elsewhere on the network and continue to serve the London train network. In addition, to the west of the site resides the current Ebury British Transport Police building which will seek to be retained or re-provided as part of development plans for the site, or where an appropriate alternative location is secured.

11.4 / In line with the London Plan policy for the Central Activities Zone, the site provides an opportunity for a mixed-use scheme alongside delivering homes and supporting uses. Given that the site is in public ownership, it is expected that where residential units are provided that at least 50% of these shall be affordable housing. Opportunities to provide affordable workspace should also be explored.

11.5 / In addition to residential uses, the site provides opportunities to incorporate active frontages through uses such as retail, food and beverage, leisure and workspaces to connect with open and play spaces and overarching public realm improvements, enhancing permeability across the site. Opportunities to incorporate community uses and/or social infrastructure should also be explored. Supporting uses to the south of the site should seek to provide a civic environment to assist in drawing visitors from the River Thames towards Victoria Station, and vice versa.



11.6 / Given the nature of the existing use in supporting the London train network and beyond, as well as being an operational transport police site, it is essential that these uses remain operational during any construction phase.

### **Sustainability and Environmental Considerations**

11.7 / The council has declared a climate emergency and an ecological emergency which Grosvenor Sidings should seek to contribute to addressing through exemplar sustainable development. This includes through making the efficient use of land, promoting active travel, the provision of a vibrant mix of uses, high design quality and energy efficiency in new and repurposed buildings, and securing biodiversity enhancements across the site. Any new development should also seek to remediate potential contamination of the site.

### **Design, Heritage and Townscape**

11.8 / The challenges of meeting future housing needs alongside development that contributes to economic growth, open and play spaces and improved public realm and permeability, will involve some intensification of the site. Such intensification will respond to the site's sustainability credentials, its proximity to the Ebury Bridge Regeneration Scheme which is already characterised by dense modern developments to the west and the more modest existing development of the Peabody Estate to the east.

11.9 / However, as set out in the Heritage Impact Assessment, the site and its surroundings do include elements of significant heritage and townscape value, which development should respect and respond to. The on-site Listed 123A Grosvenor Road building and adjacent non-designated heritage asset workshop building located within Grosvenor Sidings are of heritage value which proposals must retain and sensitively re-use through ensuring the buildings are repurposed and their settings considered as part of development plans for the site.

11.10 / Furthermore, the allocation is within the Pimlico Archaeological Priority Area. As a result, any groundworks or excavations will be required to demonstrate and evaluate the archaeological potential and significance of the site through an up-to-date archaeological desk-based assessment including a geo-archaeological deposit model. Any development proposal should consult Greater London Historic Environment Record (GLHER) and Greater London Archaeological Advisory Service (GLASS) and should respond to the recommendations set out in the council's Archaeological Assessment.

11.11 / Proposals should also seek to sustain the local views identified in the Pimlico Neighbourhood Plan, Peabody and Pimlico Conservation Audits, and other views across the site to the Grade II Listed Western Pumping Station chimney, Battersea Power Station and reduce any impacts upon the Grade I Listed Royal Hospital Chelsea and Hospital Gardens.

11.12 / To achieve this, it is anticipated that new buildings should be of varying height so as not to impact on local views intersecting Peabody Avenue and the Pimlico Conservation Area. Designs should seek to limit overshadowing of the public realm and existing residential buildings within the Conservation Area.

11.13 / If no longer needed for ancillary uses to the existing sidings, other buildings of heritage and townscape value may also offer scope for re-purposing for alternative uses. Retention of some of the existing structures within the Grosvenor Sidings site to the east could also be considered as part of re-purposing for alternative uses to maintain connections to the industrial character of the area.

11.14 / Proposals should ensure that designs within the site are complementary to not only the wider neighbourhood context but to other buildings proposed for development throughout the site. In particular, development proposals east and west of the railway line should seek to respect and reflect the urban grain of Pimlico to the east and Ebury to the west.

### **Permeability, public realm and open spaces**

11.15 / Routes between developments within the site area should maximise accessibility, promote permeability and ensure cohesion across the site and to neighbouring areas. Development proposals should consider how to include wayfinding through and to the site, to ensure pedestrians and cyclists know how to move around the area. This includes improving pedestrian access from Ebury Bridge to the River Thames on Grosvenor Road. This route forms part of a larger potential network of pedestrian routes from Victoria Station to the river. Additional access routes and permeability between the Peabody Avenue and Ebury Regeneration estates should also be considered, so as to encourage integration between existing and future residents.

11.16 / Given the site falls within an open and green space deficiency area, development proposals should seek to incorporate new public open and play spaces to provide opportunities for social interaction, leisure and tranquillity. As part of any proposals, development should be designed with the needs of all users, including those with mobility constraints, in mind. Furthermore, the design of these spaces should consider how these can be activated at all hours of the day to improve perceptions of public safety, whilst reducing the likelihood of crime or antisocial behaviour.

11.17 / Through the provision of open space, opportunities should be taken to enhance the green and blue infrastructure network within the area, along with considering how this can act as a natural buffer between new development in the east of the site and the adjacent Peabody Estate. Provisions for a green and blue infrastructure network should seek to secure biodiversity net gain and act as an attractive, safe environment that contributes to the enhancement of the public realm.

### **Flooding**

11.18 / The majority of the site is situated in Flood Zone 3 and therefore at high risk of flooding. The southern section of the site is also susceptible to ground water flooding and at risk if a breach from the River Thames were to occur. With this in mind, highly vulnerable uses which includes self-contained basement dwellings will not be suitable. Basements may be acceptable for less vulnerable uses (non-habitable) provided flood resistance and resilience measures are incorporated and there is both internal and external stair access to a safe level which is above the maximum likely water level.

11.19 / A Site Specific Flood Risk Assessment (SFRA) will need to accompany any planning application when the detailed design and layout of a scheme are known, taking into account the recommendations below regarding:

- The raising of finished floor levels;
- The incorporation of sustainable drainage systems;
- The incorporation of flood resistant and flood resilient measures; and
- The incorporation of safe access and egress routes from new dwellings.

11.20 / In addition, provision of financial contributions towards flood risk management infrastructure will be sought, to help ensure the development will be safe for its lifetime and help reduce flood risk overall.

11.21 / Development proposals will need to incorporate appropriate flood mitigations measures in accordance with the council's SFRA (Level 1 and 2), any up-to-date flood risk data published by the relevant bodies and the council's environment policies and guidance. Proposals must consider how new buildings may alter how surface water flows through or around the site during heavy rainfall and incorporate sustainable drainage systems.

11.22 / Proposals should seek to incorporate sustainable drainage systems which aim to deliver multiple benefits such as the enhancement of biodiversity, water quality, water harvesting, flood risk and amenity.

### **Living and working environment**

11.23 / The incorporation of some residential development into proposals can help address high levels of housing need and contribute to a vibrant mix of uses across the site. Proposals will be developed in line with the 'agent of change' principle as established in the London Plan. Residential development, including communal areas and outside amenity spaces, will be of a high quality. Likely levels of noise, vibration, air quality impacts and access requirements associated with the railway line, mean that new buildings will need to be carefully sited and designed. Development should also consider how air quality can be improved.

## NEW POLICY 13. Affordable Housing

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- A. The council will ensure housing development helps meet the housing needs of Westminster residents and contributes to the London Plan strategic target for 50% affordable housing delivery in London.

### MAJOR RESIDENTIAL DEVELOPMENT

- B. Major residential development will maximise the provision of affordable housing. To be assessed under the Fast Track Route:
1. on private land, a minimum of 35% affordable housing is required;
  2. on public sector land:
    - i. where a portfolio approach is not proposed, the requirement increases to 50% affordable housing;
    - ii. where a portfolio approach is proposed in agreement with the Mayor of London, all the portfolio sites will be located in Westminster and 50% affordable housing will be delivered across the portfolio, with a minimum of 35% at each individual site.
- C. Major residential development should deliver the affordable housing requirement on-site. In exceptional cases, affordable housing provision can be made off-site or via a contribution to the council's Affordable Housing Fund. This will only be accepted where it is sufficiently demonstrated that on-site provision is physically or otherwise impracticable, is inappropriate in terms of the quantity or quality of affordable housing to be provided or it is demonstrated that it will best contribute to achieving mixed communities.
1. Applicants should first explore the possibility of providing the affordable housing requirement off-site (in whole or in part) in the vicinity of the host development site. Delivery beyond the vicinity of the host development site will only be acceptable where it can be demonstrated that a rigorous search for sites revealed no sites are available for affordable housing in the vicinity that could be reasonably and viably purchased.
  2. As a last resort, developments not able to deliver the affordable housing requirement on-site or off-site (in whole or in part), will financially contribute to the council's Affordable Housing Fund.
- D. Where major residential development provides affordable housing on and/or off-site:
1. at least 70% of the affordable homes will be social homes and 30% will be provided as intermediate homes, in line with guidance and income levels set out in the council's Planning Obligations and Affordable Housing SPD;
  2. the size of the affordable homes, including the number of bedrooms required to meet need, will be provided in line with the council's Affordable Housing Statement.

- E. In line with the Mayor’s threshold approach to applications, major development that deliver the full affordable housing requirement on-site and adhere to the tenure split, may be assessed under the Fast Track Route. Schemes that follow the Viability Tested Route will be required to submit viability evidence – the council may also make use of viability review mechanisms to ensure the delivery of affordable housing is maximised.

#### SMALL-SCALE RESIDENTIAL DEVELOPMENT

- F. Small-scale residential development will provide 20% of the floorspace as affordable housing. Provision can be made on-site or through a payment in lieu to the council’s Affordable Housing Fund.
- G. Regardless of the delivery mechanism chosen, small-scale residential development unable to deliver the full affordable housing requirement will be required to submit viability evidence that shows the maximum level of affordable housing that can be provided.

#### PROTECTING EXISTING AFFORDABLE HOUSING

- H. Affordable housing floorspace will not be lost across the city.
- I. Proposals involving the demolition of existing affordable housing will follow the Mayor’s Viability Tested Route and will not be permitted unless it is replaced by at least an equivalent amount of affordable housing floorspace. Such proposals will maximise the delivery of additional affordable housing and will result in no net loss of social housing.

#### VACANT BUILDING CREDIT

- J. The Vacant Building Credit will not be applied to any proposals unless it can be demonstrated to the council’s satisfaction that:
1. all buildings on site have been continuously vacant for a period of at least 3 years;
  2. the site has not been vacated for the purposes of redevelopment;
  3. there is no interest in using the existing buildings on site, having been marketed with reasonable terms and conditions throughout the period of vacancy;
  4. there are no extant permissions to use the site for alternative uses; and
  5. there are site specific barriers to the re-occupation or redevelopment of the site that mean it would remain vacant in the absence of Vacant Building Credit.

#### **Supporting text**

13.1 Westminster is the second most expensive local authority in the country in which to rent or purchase a home. Average house prices are over 22 times the average Westminster household income<sup>1</sup>, whilst average market rents are 76% greater than the London average. Low levels of affordable housing delivery in recent years, have done little to address housing

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<sup>1</sup> [House price to residence-based earnings ratio - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk)

affordability concerns. Only 52 affordable homes were built in the city in 2020/21<sup>2</sup>, a further 28 in 2021/22<sup>3</sup>, and 71 in 2022/23<sup>4</sup>. This is down from 404 affordable homes delivered in 2019/20<sup>5</sup> (of which 197 were provided under a council-led scheme), 83 in 2018/19<sup>6</sup> and 80 in 2017/18. Westminster's Strategic Housing Market Assessment (SHMA)(January 2024) indicates that as of 2023 there is a current unmet affordable housing need for 6,437 households, with affordable housing need expected to increase over the Plan period. Based on population growth projections, the SHMA (January 2024) also concludes that Westminster's affordable housing need is particularly high for social housing.

### **Maximising affordable housing delivery**

13.2 Therefore, maximising provision of new truly affordable housing is vital in ensuring high levels of current and projected need are met and in delivering mixed and balanced communities. Increasing affordable housing provision is a key pillar of the council's Strategy for a Fairer Westminster<sup>7</sup> - beyond planning policy, the council will ensure its actions help deliver the homes Westminster needs, including by delivering high levels of affordable housing on its own land. Thus, in order to meet needs and make sure Westminster contributes to the Mayor's strategic target of 50% affordable homes across London, it is essential that all residential developments creating new homes contribute to affordable housing delivery (including mixed-use schemes) and that affordable housing delivery is maximised.

13.3 Whilst the London Plan supports a portfolio approach to the provision of affordable housing on public sector land located in different parts of London when in agreement with the Mayor of London, this can result in some public sector sites located in Westminster delivering less than 50% affordable housing as only 35% is required on each site, provided the portfolio delivers 50% affordable housing. While this approach can contribute to meeting London's strategic affordable housing needs, it does little to help address high levels of housing need in one of the most unaffordable parts of London. Where the portfolio approach is proposed on public sector land located in Westminster, the council will accept sites deliver less than 50% affordable housing provided all the portfolio sites are located in Westminster. This approach ensures providers have flexibility to develop their sites whilst ensuring development on public sector land located in Westminster contributes to meeting Westminster's high affordable housing needs.

13.4 In line with the London Plan, all affordable housing requirements from major residential development will be calculated based on the total gross residential development proposed

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<sup>2</sup> Westminster City Council, Authority Monitoring Report 2019-2021

<sup>3</sup> Westminster City Council, Authority Monitoring Report 2021-2022

<sup>4</sup> Westminster City Council, Authority Monitoring Report 2022-2023.

<sup>5</sup> Westminster City Council, Authority Monitoring Report 2019-2021

<sup>6</sup> Westminster City Council, Authority Monitoring Report 2018-2019

<sup>7</sup> <https://www.westminster.gov.uk/media/document/fairer-westminster-delivery-plan-2023-24>

(Gross Internal Area, GIA). Where residential floorspace is proposed as part of major redevelopment and intensification proposals that include existing housing, applicants should have regard to guidance set out in the Planning Obligations and Affordable Housing SPD on how the Gross Internal Area of the scheme will be determined. All planning applications for major residential development will need to provide details on affordable housing by floorspace, number of homes and number of habitable rooms.

13.5 The London Plan encourages boroughs to require affordable housing from minor housing development. Since 2013, 2,548 new homes delivered in the city came from schemes delivering fewer than 10 units, which represents 29% of all homes provided within that timeframe<sup>8</sup>. Thus, schemes providing fewer than 10 homes consistently make a notable contribution to the total share of housing delivered in Westminster. This is unsurprising in a highly urbanised context where the availability of large brownfield development sites is finite. The nature of development in the city justifies considering new initiatives to ensure a higher delivery of affordable housing in the city. Given the high contribution small-scale developments make to new housing supply, that Westminster's Strategic Housing Market Assessment (SHMA) (January 2024) concludes that non-major developments can contribute to meeting high levels of housing need, and that this is supported by the Viability Study (February and October 2024) small-scale residential developments are required to contribute to the delivery of affordable housing.

13.6 Developments creating new self-contained homes (including conversions) and not classed as 'major development' will trigger an affordable housing requirement, calculated on the total gross residential development proposed (Gross Internal Area, GIA). Proposals that only upgrade or add floorspace to existing homes are excluded.

### **Delivery mechanism**

13.7 To achieve mixed and balanced communities, major development should deliver affordable housing on-site. This is also the quickest way to deliver much needed affordable housing. Although the National Planning Policy Framework defines major development as schemes where 10 or more homes are provided, or which site is 0.5ha or more, the 1,000 sqm residential floorspace threshold has been used in the past in Westminster as another indicator of major development. Given there is still a high demand for larger homes in Westminster, the threshold continues to be relevant.

13.8 Where it is accepted that major development cannot provide affordable housing on-site, off-site delivery would be the second-preferred approach. Off-site affordable housing should be located as close as possible to the host development site, with a focus on the delivery of more homes or higher quality features such as larger homes, increased amenity space, or improved access to public transport and by consequence to local services, shops and community facilities. If delivery close to the host site is not possible and the council is

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<sup>8</sup> Small-scale residential developments Topic Paper (March 2024)

satisfied a search for sites has taken place, options to deliver affordable housing in other parts of the city should be explored.

13.9 For Estate regeneration only, affordable housing developments completed prior to an application for market housing may in some circumstances count towards meeting future affordable housing requirements to enable Estate regeneration to take place. Any off-site affordable housing delivered must be used in full for the Estate on which it is delivered.

13.10 Where both on-site and off-site delivery are proven to be impractical or inappropriate, major development will provide a payment in lieu to the council's Affordable Housing Fund. Where payments in lieu are accepted, they will be equivalent to the cost of providing the affordable housing on-site, preventing financial advantage over on-site delivery.

13.11 While applicants are encouraged to explore on-site delivery, it is acknowledged that there may be practicable and management issues of providing small numbers of affordable housing that mean on-site delivery is not appropriate. Therefore, the sequential approach to affordable housing delivery that applies to major developments does not apply to small-scale residential developments. Payments in lieu towards the council's Affordable Housing Fund therefore represents a pragmatic approach that ensures the opportunity for small-scale residential development to contribute towards affordable housing is not lost, and offers a more straightforward approach for small-scale residential schemes' developers compared to on-site delivery.

13.12 The payments in lieu for both major and small-scale residential developments will be based on a fixed rate per sqm of floorspace that would have been provided as affordable housing on-site, ensuring a cost-neutral impact on developers. The values of the payments in lieu and indexation details for both type of schemes are set out in the council's Planning Obligations and Affordable Housing Supplementary Planning Document. Payments in lieu may also be deemed appropriate to address shortfalls in on-site or off-site contributions (e.g. because the site's size or constraints mean it is not practicable to deliver a mix of housing types on the site).

### **Tenure mix and size of new homes**

13.13 Recent data from the council's Strategic Housing Market Assessment (SHMA)(January 2024) reveals heightened demand for social housing and the London Plan requires boroughs to deliver 'genuinely affordable housing', while ensuring at least 30% social and 30% intermediate housing are provided. Therefore, when affordable housing is provided, we will require 70% affordable homes are social and 30% are 'intermediate homes'. Prioritising social housing will make sure new affordable homes meet the needs of those most in need, including the needs of those on the council's Social Housing Register.

13.14 For intermediate housing, the emphasis is on catering to key workers and households with varying incomes not met by the open market. The delivery of new intermediate housing will help households considering leaving or not settling in Westminster, including Westminster's key workers, stay in the city. Although intermediate sale homes can help meet the needs of some households, the council's SHMA (January 2024) shows these are rarely affordable in Westminster – most intermediate homes delivered in Westminster should



therefore be intermediate rent housing rather than intermediate sale. The council's Viability Study (February and October 2024) also shows how the council's proposed tenure split is viable in most cases.

13.15 As the profile of those in intermediate housing need will change during the plan period as the profile of households on the Intermediate Housing Register fluctuate and new affordable housing types are developed, the council will ensure its Planning Obligations and Affordable Housing SPD guidance on preferred intermediate housing types and income bands is kept under review. Applicants will be required to demonstrate how the intermediate housing proposed is contributing to meeting housing needs, in light with guidance and any council or Mayoral published evidence.

13.16 To ensure the size of new affordable properties responds to the dynamic nature of need, the council's Affordable Housing Statement sets out up-to-date affordable unit size requirements based on actual need as defined through our social and intermediate housing registers.

### **Viability**

13.17 The council supports the London Plan 'Threshold approach to applications'. Developments which propose fewer than minimum target levels of affordable housing, are unable to deliver the requirement on-site and/or adhere to the tenure split, will be assessed under the Viability Tested Route. Applicants will need to provide a viability assessment at planning application stage. Viability assessments should be submitted in a standardised and accessible format in accordance with London Plan requirements and will be published as part of the planning application process to ensure full transparency of what is the maximum amount of affordable housing that can be secured and the reasons underpinning this. The council may use review mechanisms to ensure affordable housing is maximised, especially when schemes are phased. Further guidance on this is set out in the council's Planning Obligations and Affordable Housing SPD.

13.18 Given that small-scale residential developments are not required to deliver affordable housing on or off-site, they are not required to follow the Viability Tested Route if contributing to the council's Affordable Housing Fund, as this may be overtly onerous given the scale of the development. A viability assessment that determines the maximum affordable housing contribution will still be required if the applicant claims the required level of affordable housing cannot be provided. The assessment will determine the maximum amount the scheme can viably contribute. Further guidance on viability assessments for small-scale residential developments is set out in the council's Planning Obligations and Affordable Housing SPD.

### **Protecting existing affordable housing**

13.19 To maintain our stock in light of growing need for affordable housing, where affordable homes are redeveloped, at least an equivalent amount of affordable housing floorspace must be re-provided, and the council will seek an uplift. Redevelopment proposals will fully re-provide any existing social housing. Any re-provision should be in the vicinity of the original home(s) so that existing communities are not dispersed. As for off-site provision

from new developments, provision of affordable housing in the vicinity means it is close to the host development site; however, vicinity is not strictly defined to avoid unhelpful restrictions when dealing with different site circumstances or availability and will be assessed in light of the circumstances of each case. In line with the Mayor's 'Threshold approach to applications', such proposals will be assessed under the Viability Tested Route.

13.20 On estate regeneration schemes, the council will maximise the amount of affordable housing that can be delivered, seeking to deliver at least 50% affordable housing on public sector land where viable. On these schemes, to facilitate large-scale estate renewal and deliver mixed communities, better quality homes and a more appropriate mix of unit sizes, the affordable housing requirement may be applied across the regenerated estate, taking account of any affordable homes that have been re-provided. This is in recognition of the wider benefits brought about for residents of affordable accommodation by estate regeneration beyond just an increase in numbers.

### **Vacant Building Credit**

13.21 The Government's Vacant Building Credit policy is intended to incentivise the redevelopment of brownfield sites that would otherwise remain vacant – such as sites in post-industrial areas where the market has failed. Westminster is at the heart of the capital, where there is a strong demand for the use of any brownfield land available for development. As set out in Westminster's Strategic Housing Market Assessment (January 2024), there has only been one instance where Vacant Building Credit has been sought in Westminster, and high levels of growth have continued to be permitted and built across the city without the application of this discount to affordable housing requirements. Vacant Building Credit is unlikely to bring forward more development in Westminster, including much needed affordable homes.

13.22 Moreover, where any vacancy does occur in Westminster, this is largely as leases come to an end and are not renewed in advance of a redevelopment proposal, or as commercial premises are being re-marketed and potentially re-furbished for new occupiers. Such vacancy is different to areas of sustained market failure, and should not be used to reduce the amount of affordable housing that should be delivered through the application of the Vacant Building Credit. The application of the Vacant Building Credit will therefore need to be robustly justified with reference to the policy criteria above.

## New Policy 43. Retrofit First

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- A. All development will minimise embodied carbon emissions and support the circular economy, through the adoption of a retrofit first approach.
- B. Proposals involving responsible retrofitting, which result in extended lifespans of existing buildings, and energy, performance, and climate adaptation upgrades, will be supported in principle.
- C. Proposals should prioritise uses and/or development options (such as retrofitting or deep retrofitting) which facilitate the retention and repurposing of existing building(s).

### PRIORITISING RETROFITTING OVER DEMOLITION

- D. Development proposals involving substantial demolition of a building which has more than a single storey must demonstrate that they meet the sequential test set out below. Substantial demolition will be supported if:
  - 1. Existing building(s) on site are structurally unsound and unsuitable for safe retention and re-purposing, either partially or in full.
  - 2. Where test 1 is not met, specialised operational and access requirements of proposed uses could not be delivered by retrofit or deep retrofit options.
  - 3. Where test 2 is not met, the whole life carbon of the proposed development is less than a retrofit or deep retrofit.
  - 4. Where test 3 is not met, additional public benefits beyond the requirements of the Development Plan are substantially greater than a retrofit or deep retrofit.
- E. The relevant elements of the sequential test in Part D must be evidenced within a Pre-Redevelopment Audit.
- F. For all developments involving any demolition, a Circular Economy Statement shall be submitted which demonstrates how materials from existing building(s) will be re-used and re-purposed.

### REDUCING EMBODIED CARBON EMISSIONS

- G. All development involving substantial demolition of a building which has more than a single storey, and all major developments are required to:
  - 1. Submit a Whole Life Carbon assessment, which demonstrates how the development will aim to achieve:
    - a. For major commercial schemes, including commercial-led mixed uses, an aspirational upfront embodied carbon equivalent of  $\leq 550\text{kg CO}_2\text{e/sqm}$ , with a limit of  $\leq 650\text{kg CO}_2\text{e/sqm}$ .

- b. For major residential schemes over 18 metres in height, including residential-led mixed-uses and hotels, an aspirational upfront embodied carbon equivalent of  $\leq 600\text{kg CO}_2\text{e/sqm}$ , with a limit of  $\leq 700\text{kg CO}_2\text{e/sqm}$ .
  - c. For major residential schemes below 18 metres in height, including residential-led mixed-uses and hotels, an aspirational upfront embodied carbon equivalent of  $\leq 550\text{kg CO}_2\text{e/sqm}$  with a limit of  $\leq 650\text{kg CO}_2\text{e/sqm}$ .
  - d. All other major developments not covered by paragraphs a, b and c above must achieve the maximum reductions in upfront embodied carbon deliverable, and these should be fully justified, including reference to any recognised industry benchmarks where applicable.
  - e. For non-major development proposing substantial demolition, applicants must demonstrate how they will achieve the maximum reductions in upfront embodied carbon deliverable, and these should be justified, including reference to any recognised industry benchmarks where applicable.
  - f. In exceptional circumstances, where there are justified site-specific constraints or bespoke design requirements which make the limits listed in paragraphs a, b and c above undeliverable, any shortfall against the upfront embodied carbon limits at practical completion will be offset through a financial contribution towards the council's carbon offset fund.
2. Developments that follow the Fast Track Route to affordable housing delivery must demonstrate the maximum embodied carbon reductions deliverable without affecting the viability of affordable housing delivery, rather than needing to adhere to the requirements set out in paragraphs b and c above.
  3. When calculating operational carbon off-set payments due under Policy 40, applicants will be able to deduct any upfront embodied carbon savings below the aspirational requirement to the total operational carbon offset payment due.

## UNLOCKING AND PROMOTING RESPONSIBLE RETROFITTING

- H. When considering the townscape, heritage or design impacts of alterations or extensions to existing buildings, which can be demonstrated as necessary to viably achieve the wider responsible retrofit of a building, the desirability of securing the retention of the building with adaptations to address climate change will be a material consideration. Applicants must demonstrate how technical risks have been addressed and how harm to heritage assets resulting from retrofit has been avoided or minimised.

### **Supporting text**

43.1 / As the grid moves towards decarbonisation during the lifetime of the City Plan, operational emissions from the city's building stock will play a less important role when considering the whole life carbon impacts of development. This means that the embodied carbon associated with development will become a greater proportion of built environment emissions.

43.2 / The most effective way to reduce embodied carbon from development is to maximise the re-use of existing buildings and the materials they are composed of through refurbishment and retrofitting, along with prioritising the use of recycled materials. Therefore, proposals which promote and the retention of existing buildings, rather than their substantial demolition will be supported in principle.

43.3 / Where a use is proposed which requires substantial demolition, other alternative uses which might instead allow for a retrofit or deep retrofit of an existing building should be considered first.

### Prioritising retrofit over demolition

43.4 / Where development proposals include substantial demolition of existing building(s) over a single storey, applicants must provide evidence to justify this demolition. This is through the sequential test set out in Part D of the policy. The tests in Part D must be addressed sequentially as the investigation and analysis of the existing building and consideration of its current and future use(s), required to demonstrate compliance with the earlier tests, will contribute to the evidence base for demonstrating compliance or otherwise with the later tests in the sequence.

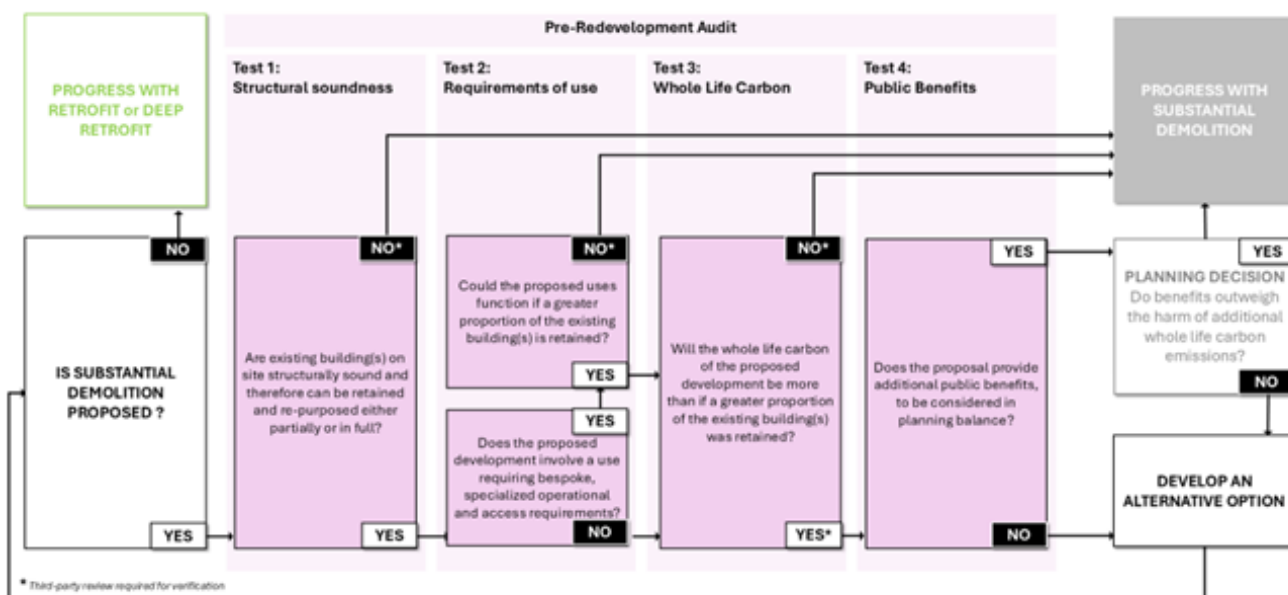


Figure 42: Overview of sequential test for demolition

43.5 / The sequential test is required to demonstrate that other construction options have been considered and compared to the proposed development. The alternative development options which must be considered are set out in the table below.

Proposed Development Type	Type of alternative options to be assessed	Number of alternative options to be assessed
1. Retrofit	Not applicable	0
2. Retrofit with extension	Not applicable	0

Proposed Development Type	Type of alternative options to be assessed	Number of alternative options to be assessed
3. Deep Retrofit	Not applicable	0
4. Deep Retrofit with extension	Not applicable	0
5. New Build	a. Retrofit; or b. Retrofit with extension; or c. Deep retrofit; or d. Deep retrofit with extension.	2

### Pre-Redevelopment Audits

43.6 / Where the sequential test is required to be met, planning applications must be supported by a Pre-Redevelopment Audit, which shall be independently verified by the Council through a third-party review, by an appropriately qualified professional, at the applicant's expense. Chapters of the Pre-Redevelopment Audit will correspond to the requirements of the sequential test outlined in Part D, as follows:

- Analysis of structural soundness – Chapter 1: Structural Engineers Report
- Analysis of appropriateness of use and relevant operational and access requirements – Chapter 2: Requirements of Use Report
- Analysis of whole life carbon impacts – Chapter 3: Carbon Options Appraisal
- Analysis of public benefits – Chapter 4: Public Benefits Statement

43.7 / Where retrofitting is unfeasible due to structural or safety concerns, applicants must demonstrate this through an independently verified structural assessment from a suitably qualified engineer. Where structural reinforcement is possible, but the extent and cost of which would make the development undeliverable, this should also be supported by evidence.

43.8 / Where substantial demolition is required due to new specialised and bespoke operational requirements, applicants must demonstrate why those operational or access requirements are integral to the proposed use of the building and cannot be addressed within the existing structure, providing evidence of any technical requirements or standards. Bespoke specialised operational requirements may include technological parameters without which the proposed use could not function, or development phasing in order to maintain an important public service.

43.9 / Where test 2 does not apply or is not met, whole life carbon assessments comparing building options can be relied upon to justify demolition. These must follow the most up to date RICS methodology, factoring in grid-decarbonisation and consider realistic life cycles.

43.10 / The demolition of existing buildings can bring opportunities for the delivery of additional public benefits which exceed policy compliant requirements set by the Development Plan. In such instances, planning applications must demonstrate how these benefits are significant and why these could not be delivered to the same extent through a development option which retains a higher proportion of the existing building(s).

Furthermore, the scale of the net additional public benefits proposed must be proportionate to the extra carbon emissions associated with the proposed development. The relative carbon difference will be based on the options evidenced in test 3.

43.11 / Further guidance on the structure and form of the Pre-Redevelopment Audit, which chapters should be included, and how this should be used to demonstrate compliance with the sequential test will be provided within an upcoming update to the Environment SPD.

43.12 / In addition, for all developments where any demolition is taking place, a Circular Economy Statement shall be prepared. Further guidance will also be provided in an upcoming update to the Environment SPD.

### **Embodied Carbon**

43.13 / Where the assessment of Whole Life Carbon is required, applicants are expected to evidence that they meet the relevant upfront embodied carbon aspirational requirement at application stage. Applicants will be expected to provide evidence pursuant to a legal agreement or planning condition to demonstrate that the upfront embodied carbon limit or lower has been achieved through the implementation of the development.

43.14 / Mixed-use developments should target the upfront embodied carbon requirement of the typology which makes up the greatest proportion of the development in GIA. If the uses are relatively equally split, then the lower requirement (in Co2e/sqm) should be achieved.

43.15 / Some sites are particularly challenging to achieve low embodied carbon outcomes, whether that be due to heritage reasons, existing underground infrastructure, or ground conditions. Where there are site specific constraints that make the upfront embodied carbon limit unachievable, applicants should provide justification of these constraints. This should include a detailed breakdown of the embodied carbon per building element to demonstrate how the site specific conditions have an impact on the ability to reach the upfront embodied carbon requirements.

43.16 / For residential schemes where the upfront embodied carbon targets could impede the delivery of affordable housing, priority will be given to the delivery of affordable homes. Applicants should justify the maximum upfront embodied carbon reductions deliverable without affecting the deliverability of policy compliant levels of affordable housing.

43.17 / Following practical completion, major schemes will be required to publicly display the total upfront embodied carbon associated with the development, ensuring the information is visible to visitors and occupants of a building.

43.18 / Further guidance on the scope of the Whole Life Carbon Assessment will be provided in an upcoming update to the Environment SPD.

<b>Building type</b>	<b>Upfront Embodied Carbon (A1-A5) requirements</b>	<b>Embodied carbon offset</b>	<b>Credit to operational carbon offset payment</b>
Major schemes - Commercial buildings	Aspirational: 550kg CO <sub>2</sub> e/sqm	Will be required where the limit (650kg	Will be applied based on the tonnes of

Building type	Upfront Embodied Carbon (A1-A5) requirements	Embodied carbon offset	Credit to operational carbon offset payment
(including commercial led mixed-use schemes)	Limit: 650kg CO <sub>2</sub> e/sqm	CO <sub>2</sub> e/sqm) is being exceeded for justified reasons such as site constraints and bespoke design requirements.	carbon below the aspirational requirement (550kg CO <sub>2</sub> e/sqm), confirmed at practical completion.
Major schemes - Residential (including residential-led mixed-use schemes and hotels) over 18 metres* in height	Aspirational: 600kg CO <sub>2</sub> e/sqm Limit: 700kg CO <sub>2</sub> e/sqm	Will be required where the limit (700kg CO <sub>2</sub> e/sqm) is being exceeded for justified reasons such as site constraints and bespoke design requirements.	Will be applied based on the tonnes of carbon below the aspirational requirement (600kg CO <sub>2</sub> e/sqm), confirmed at practical completion.
Major schemes - Residential (including residential-led mixed-use schemes and hotels) under 18 metres* in height	Aspirational: 550kg CO <sub>2</sub> e/sqm Limit: 650kg CO <sub>2</sub> e/sqm	Will be required where the limit (650kg CO <sub>2</sub> e/sqm) is being exceeded for justified reasons such as site constraints and bespoke design requirements.	Will be applied based on the tonnes of carbon below the aspirational requirement (550kg CO <sub>2</sub> e/sqm), confirmed at practical completion.
Non-major schemes where policy applies, and development types not considered above	Lowest deliverable upfront embodied carbon without affecting provision of affordable housing	Will not be required	Will not apply
Major and non-major schemes delivering policy compliant affordable housing	Lowest deliverable upfront embodied carbon without affecting provision of affordable housing	Will not be required	Will not apply
*The requirements differentiate heights buildings which include residential development to reflect the wider range of low-carbon materials that are available for use in residential buildings below 18 metres.			

### Carbon offset payments

43.19 / Where applicants demonstrate the upfront embodied carbon limits are undeliverable due to site specific constraints or justified bespoke design parameters, a payment will be



required to the Council's carbon offset fund in lieu of meeting embodied carbon limits on site.

43.20 / Applicants will also be able to credit upfront embodied carbon reductions below the aspirational requirement to their total operational carbon offset payment calculated in their Energy Statement.

43.21 / Further details are provided in Policy 40 (Energy). Additional details on how carbon offset payments shall be calculated will be provided in an update to the Planning Obligations and Affordable Housing Supplementary Planning Document.

### **Unlocking and promoting responsible retrofitting**

43.22 / Retrofitting buildings, along with providing an uplift in floorspace through extensions can enable continued sustainable growth across the city. Where applicants can demonstrate that an extension or external alteration is required to deliver a viable retrofit of a heritage asset, consideration will be given to desire of keeping the existing building in-use and the wider sustainability benefits resulting from responsible retrofit.

43.23 / Applicants must demonstrate how any townscape, heritage or design impacts identified as a result of the retrofitting approach have been avoided, mitigated, or minimised, where possible.

### **Glossary Terms**

**Retrofit:** *Development which involves measures to facilitate energy, performance and climate adaptation upgrades. For the purposes of the Retrofit First policy, this could include the removal and replacement of building envelope, services and finishes and may involve none or minor works to the superstructure of the existing building(s) (including foundations, core, and floor slabs) resulting in less than 10% of the existing building(s) being subject to demolition.*

**Deep retrofit:** *Development involving the re-use of as much of the existing building(s) as possible and which involves measures to facilitate energy, performance and climate adaptation upgrades. For the purposes of the Retrofit First policy, this could include the removal and replacement of building envelope, services and finishes and may involve works to the superstructure of the existing building(s), involving the demolition and replacement of less than, or equal to 50% of the existing floor slabs.*

**New building:** *For the purposes of the Retrofit First policy, development which involves the demolition and replacement of more than 50% of the floor slabs and substructure of any pre-existing building over a single storey, or entirely new structures.*

**Substantial demolition:** *Demolition of more than 50% of the floor slabs and substructure of any pre-existing building.*

**Responsible retrofit:** *Responsible retrofitting is an informed and integrated attitude to retrofit in a way that enables people to reduce the operational carbon of a building, improve energy*

*efficiency, and/or improve a building's resilience to the impacts of climate change. Responsible retrofit will take into account the building's location, context, design, construction, materials and use, to ensure retrofit measures perform well and avoid adverse impacts to health, heritage and the natural environment.*

***Embodied carbon:*** *The carbon emissions emitted producing a building's materials, their transport and installation on site as well as their disposal at end of life.*

***Operational emissions:*** *The greenhouse gas emissions arising from all energy consumed by a building in use, over its life cycle once construction is completed.*

