

# **SOCIAL AND COMMUNITY USES**

## **DEVELOPING WESTMINSTER'S CITY PLAN**



**Booklet No. 7**  
**Westminster City Plan Consultation - CMP Revision**  
**February 2014**



City of Westminster

# Foreword

## CLLR ROBERT DAVIS

Social and community uses cover a wide range of facilities such as schools, colleges, universities, doctors' surgeries, hospitals, libraries, sports centres, places of worship, fire and police stations and many other uses. They are integral to supporting sustainable communities, and are important for economy in providing jobs, and in some sectors offer internationally recognised functions and services.

This consultation paper sets out the background to and recommendations for our policy approach on how to secure social and community facilities on development sites in Westminster, particularly in light of a proposed Community Infrastructure Levy. We also set out how we intend to support the unique cluster of medical uses in Harley Street.

We are now inviting your comments on our approach and look forward to working with you to ensure that the new planning policies provide a robust and effective tool for managing future proposals for social and community facilities.



**Councillor Robert Davis DL**  
**Deputy Leader, Westminster City Council**  
**Cabinet Member for Built Environment**

# Introduction

The policies covered in this booklet are:

- Strategic Policy S34        - Social and Community Infrastructure
- CM34.1                      - Public Toilets
- CM2.1                        - Harley Street Special Policy Area

Other uses which support communities are considered in the following booklets:

- Westminster's Economy (local shops)
- Open Spaces and Green Infrastructure
- Health, Wellbeing and Personal Safety (playspace)
- Food, Drink, Entertainment, Tourism, Arts and Culture(public houses where appropriate)

We would welcome your views on proposed new policy wording, which is shown as underlined or identified as entirely new policy. Adopted policy is shown in **bold** and is not intended to be altered as a result of this consultation.





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3. Changes to permitted development

## **Recommendations**

1. Social and Community Infrastructure
2. Public toilets
3. Harley Street Special Policy Area



# TRENDS

## POLICY CONTEXT

### Daytime population

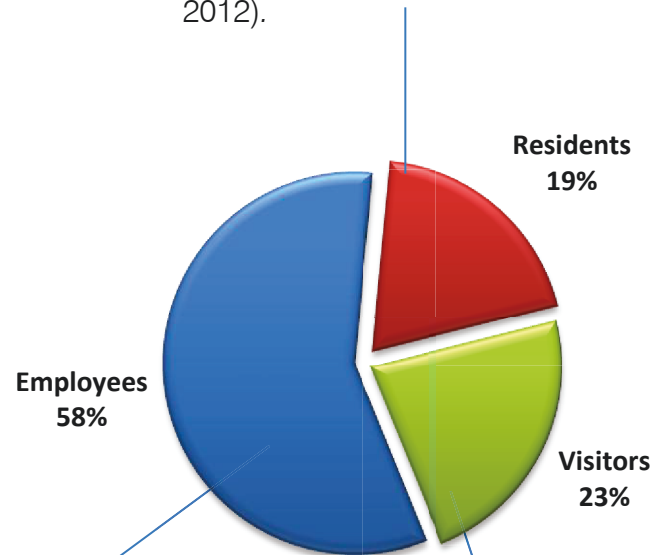
Typically, there can be over 1 million people in Westminster each day. The residential population is nearly 224,000 and combined with workers and visitors, means there is potentially a significant number of people wanting to use social and community facilities in Westminster. Introduction of greater choice in accessing services, such as healthcare, may place additional pressure on services in Westminster. The adopted local plan *Westminster City Plan: Strategic Policies* protects existing facilities and encourages new provision.

### Workers

Westminster has 673,000 employees (*Regional Labour Market Statistics*, 2013). The number of jobs is projected to rise by a further 10% up to 2031 (*London Labour Market Projections*, 2013), meaning that by then the number of workers may exceed 740,000. Census data suggests that around 50,000 are also residents.

### Residents

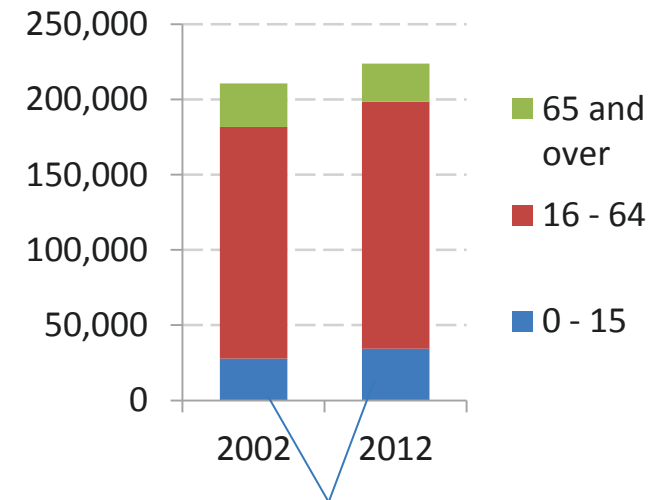
The residential population is currently 223,858 (*Office for National Statistics*, 2012). This is projected to increase in Westminster every year until 2041. The population is projected to increase to 228,362 by 2015 and to 236,492 by 2020 (*GLA Population Projections 2012 Round SHLAA*, 2012).



### Visitors

There are an estimated 260,000 daily visitors to Westminster. This includes both day and overnight visitors. (*Local Economic Assessment Baseline Study*, 2011)

Residential Population by age



Comparison of recent census data shows that the number of children in Westminster has increased. This can place additional pressures for certain types of services.

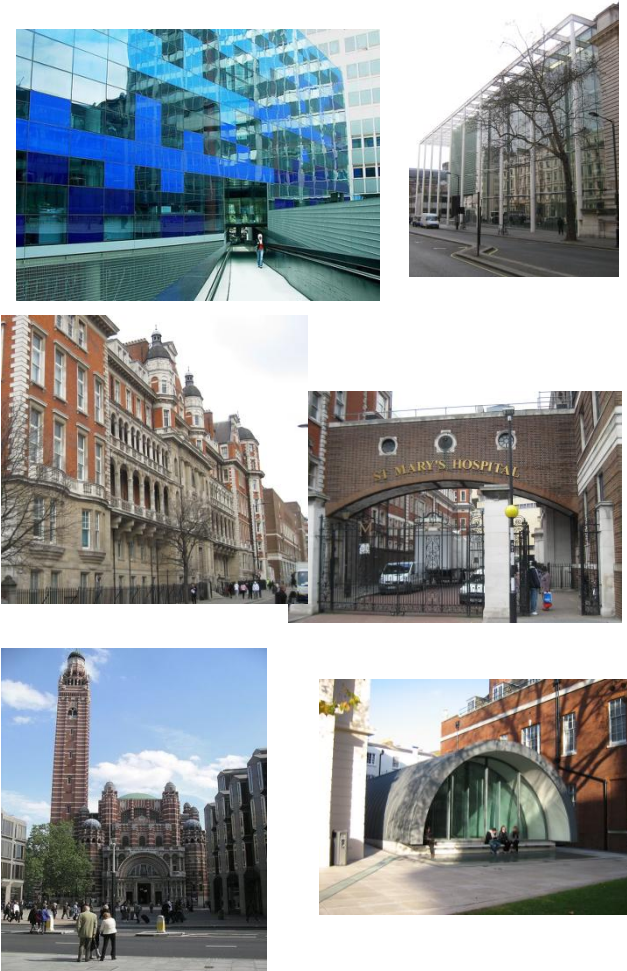
# TYPES OF USES

Social and community facilities cover a wide range of uses, the main categories are listed below. They may be provided by public, private and voluntary sectors.

Education	Health	Sports and leisure
Childcare	Social care	Libraries
Emergency services	Mental health	Community venues
Public toilets	Youth centres	Places of worship

Social and community facilities can include C2 uses (residential institutions), D1 uses (non-residential institutions), D2 uses (assembly and leisure) and possibly some sui generis uses as identified by the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments

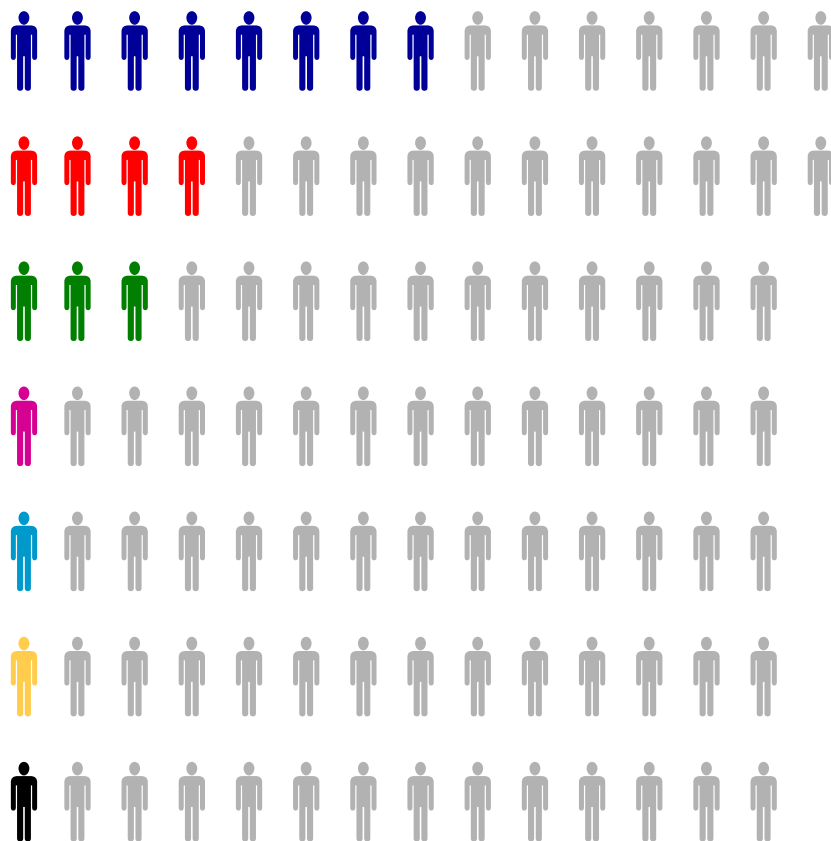
Facilities can cater for wider than local need, for example some educational and medical institutions can serve a much wider catchment with even a national or international role.



## SOCIAL AND COMMUNITY JOBS IN WESTMINSTER

### Total number of all jobs

**642,498**



### Total number of social and community sector jobs

**114,757 (17.9% of all jobs)**



Public administration and defence; compulsory social security  
(related to social security benefits) 52,983 (8.2% of all jobs)



Education  
28,071 (4.4% of all jobs)



Human health activities  
15,896 (2.5% of all jobs)



Social work activities without accommodation (such as day care for elderly) 7,519 (1.2% of all jobs)



Sports activities and amusement and recreation activities  
5,238 (0.8% of all jobs)



Libraries, archives, museums and other cultural activities  
3,390 (0.5% of all jobs)



Residential care activities  
1,660 (0.3% of all jobs)



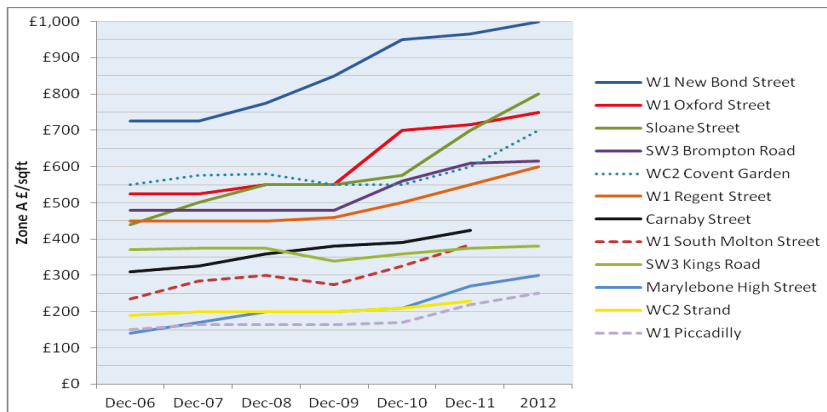
All other jobs, i.e. Non-social and community sector jobs  
527,741 (82.1% of all jobs)



## THREATS

Developing land for new social and community uses voluntarily can be difficult to achieve as other development options are more financially viable. The threats to these uses are shown by the high values that can be achieved for other uses. Westminster has the second highest average house price in the country. The West End has prime rental values for office and retail uses. It is recognised that values are heightened by interest from international investors.

Retail rents in the West End are particularly strong, with a national record rent of £1500 per sq ft secured on Old Bond Street



**“Demand for space remains robust, with a number of prominent international retailers establishing their first UK stores.”**

*Central London Property Market Review (2013) CBRE Research.*

**“The prime residential market in London continues to outperform most other asset classes, as stock remains limited, and demand unrelenting.”**

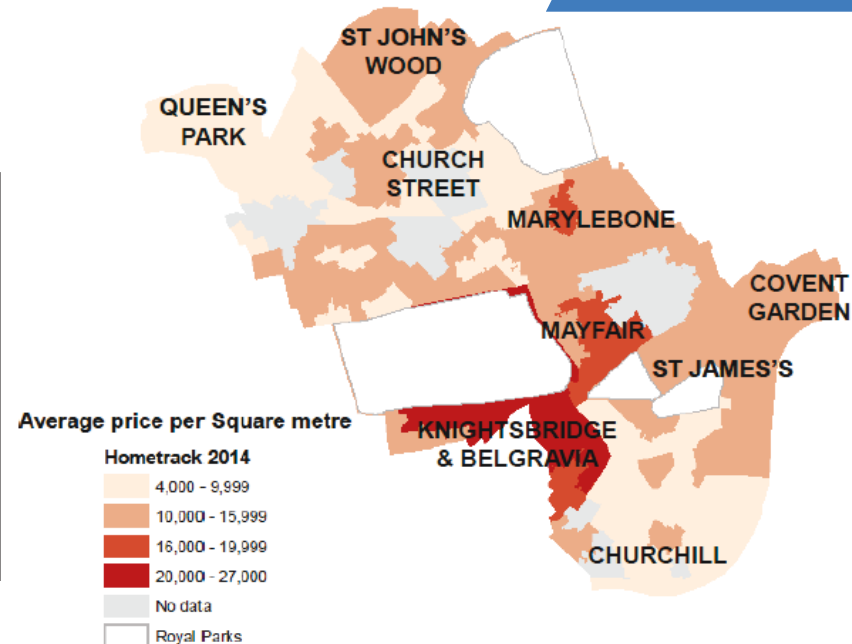
*Penthouse London (2013) CBRE Research.*

Office rents in 2013, price per sq ft.

Prime West End  
£70-£109

Paddington  
£40-59

NWEDA  
£20-£39



**“There is a widely held view that West End rents will exceed £1,076 per sq m (£100 per sq ft) in 2013.”**

*London Office Policy Review (2012) Ramidus for GLA*

# INSIGHTS

## WHAT FACILITIES DO WE NEED?

Planning for the social and community infrastructure necessary to support residents, worker and visitors in Westminster is complex. It involves a wide range of service providers and needs to take account of projected population changes. There can also be uncertainty about future funding and government priorities.

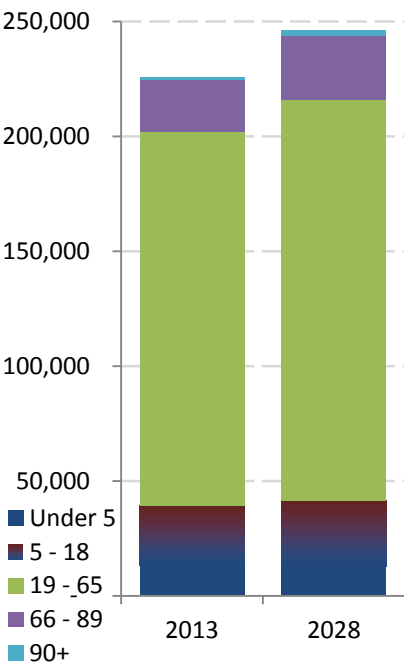
### Westminster Infrastructure Plan

The city council commissioned an assessment of strategic infrastructure needs and published an infrastructure plan in 2009. This forecast what infrastructure was needed to facilitate the delivery of expected residential and business growth. The categories of infrastructure need are shown on the table, together with the projected cost requirement.

This assessment of need is currently being updated to take account of more up-to-date projections for population growth and development trajectories.

The update will also assess infrastructure need for a wider range of categories including transport, emergency services, parks and open space, public realm and waste. This information will be used in the development of a local Community Infrastructure Levy.

**Population forecasts**  
The population is projected to increase to 228,362 by 2015 and to 236,492 by 2020 (GLA Population Projections 2012 Round SHLAA, 2012). Changes to the population profile may affect demand for particular services. Notably the number of people aged 90 and over is expected to double.



Providers of social and community facilities are also reviewing how they provide their services, particularly in light of changing funding, including emergency services, health and education providers. For example, the proposed pattern of hospital care for North West London set out in *NHS Shaping a Healthier Future* includes changes to provision in Westminster.



Infrastructure Category	Cost £ million
Education	130
Health	48
Community Services	5
Sports and Leisure	98
Utilities	-

Source: Westminster Infrastructure Plan: Technical Assessment 2006-2026, URS for Westminster City Council

# WHEN DO WE REQUIRE NEW FACILITIES?

The council will seek social and community facilities on sites which generate sufficient demand and where the facility can be delivered.

## Proposals Sites

Strategically importance sites are listed in the local plan *Westminster City Plan: Strategic Policies* at Appendix 1: Proposals Sites. Some of these are expected to deliver social and community facilities.

Many of the Proposals Sites have planning briefs which discuss site specific requirements in more depth.

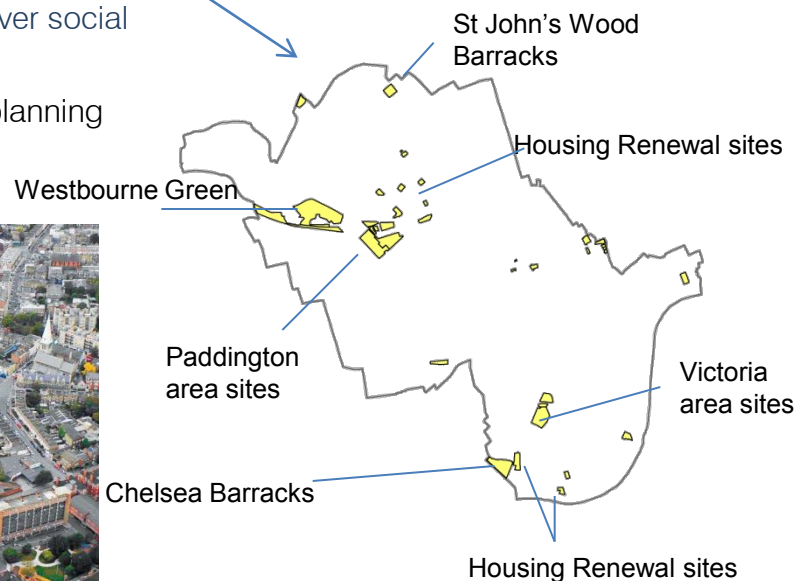


**“This site offers a unique opportunity in the City for a major residential development with substantial affordable housing, and associated community uses.”**

*Chelsea Barracks Planning Brief (2006) Westminster City Council*

## Windfall sites

For windfall sites which have not been identified as a Proposal Site, consideration of large scale major development has been identified as a starting point for assessing the need for facilities and the scope for delivery.



**“The masterplan will ensure the residents of Church Street and Paddington Green have access to quality community infrastructure, services and facilities.”**

*The Futures Plan (2011) Westminster City Council and Urban Initiatives*

## Contributions from smaller developments

Cumulatively almost all development puts additional pressure on infrastructure and should contribute to addressing this impact. Previously the city council would negotiate payments to fund social and community facilities off-site. This arrangement will not be possible when the council introduces a local Community Infrastructure Levy (CIL). Sites that do not provide on-site provision as indicated will potentially contribute to social and community infrastructure through payment of CIL.

**“We will develop a Community Infrastructure Levy for Westminster that ensures long-term investment from developers in strategic infrastructure”**

*Better City Better Lives (2013) Westminster City Council*



# CHANGES TO PERMITTED DEVELOPMENT RIGHTS

## Changes to the Use Classes Order

From 31 May 2013, the government allows change of use without planning permission on a permanent or temporary basis for certain uses.

### Schools

A change of use to a state-funded school is allowed on a permanent basis from Use Classes:

B1 (business)  
C1 (hotels)  
C2A (secure residential institutions) and  
D2 (assembly and leisure)

A temporary change of use from any use specified in the Schedule to the Use Classes Order to a state-funded school is allowed for a single academic year.

### Temporary uses

A change of use without planning permission, for a single continuous period of up to 2 years, for floor space of no more than 150 square metres. This could allow for the loss of some social and community uses (D1 and D2 uses).

#### From Use Classes:

A1 (shops),  
A2 (financial and professional services),  
A3 (restaurants and cafes),  
A4 (drinking establishments),  
A5 (hot food take-aways),  
B1 (business),  
D1 (non –residential institutions) and  
D2 (assembly and leisure)

#### To Use Classes:

A1 (shops),  
A2 (financial and professional services),  
A3 (restaurants and cafes) or  
B1 (business)



# RECOMMENDATIONS

Comparable market values will differ according to whether it is a public or private social/community use. However, where the floorspace was originally provided to satisfy a planning policy requirement, the comparable market values will be based on a public facility, regardless of whether or not it has been occupied by a private social/community occupier.

The size and type of development needs to justify the need for the social and community use, that it is necessary to ensure a sustainable development. The development site needs to be able to ensure the facility can be accommodated, and is deliverable. The Proposals Sites are listed in Appendix 1 to the *Westminster City Plan: Strategic Policies*, and have identified where social and community uses are sought as preferred uses. The large scale major development sites can provide a starting point for considering whether social and community facilities are necessary and achievable on-site.

Government has encouraged local authorities to enable development of schools to meet the needs of existing and new communities. London Plan Policy 3.18 *Education Facilities* gives support to school proposals. Regard will be given to Westminster's School Organisation and Investment Strategy.

POLICY S34 SOCIAL AND COMMUNITY INFRASTRUCTURE

**All social and community floorspace will be protected except where existing provision is being:**

- 1. reconfigured,
- 2. upgraded, or is being
- 3. re-located in order to improve services and meet identified needs as part of a published strategy by a local service provider.

**In all such cases the council will need to be satisfied that the overall level of social and community provision is improved and there is no demand for an alternative social and community use for that floorspace by demonstrating that:**

- 1. the existing social and community floorspace has been actively marketed as a social and community use for a period of not less than 12 months; and
- 2. this floorspace has been widely marketed at a reasonable market value and other terms for social and community floorspace that are comparable to the market values for that social or community use floorspace in that locality.

**In those cases where the council accepts a loss or reduction of social and community floorspace the priority replacement use will be residential.**

**New social and community facilities will be encouraged throughout Westminster. and ~~will be provided on large scale development sites~~**

Proposals sites identified in Appendix 1 and large scale major development sites will be required to provide social and community facilities where appropriate. These facilities will need to be of a nature and scale to meet demand from the site concerned and wider strategic need, and to enable a facility that is sustainable and fit for purpose over time.

Where social and community floorspace is provided the council will encourage access for appropriate organisations and the local community, which will be secured through legal agreement where appropriate.

Adopted policy:  
*Westminster City Plan: Strategic Policies S33*

Adopted policy:  
*Westminster City Plan: Strategic Policies S33*

This is replaced with new wording to clarify that facilities are required on strategic sites that are deliverable.

Defined in the glossary.

The city council will negotiate how the additional capacity provided for on site will be funded.

## PUBLIC TOILETS – WHERE AND WHEN

Inclusive and accessible toilet provision is essential for residents, workers and visitors. Insufficient provision can also lead to anti-social behaviour with people urinating in the street, creating a poor street environment and deterring people from using these public areas.

Provision is particularly important for those with disabilities, older people, people with children, and tourists. A lack of available facilities deter people from spending long periods of time out with consequent impacts on the local economy, or even going out at all, resulting in social isolation and reduced activity levels.

‘Changing Places’ toilets are public toilets with the highest standards of accessibility, with additional space and equipment. Only 15 are in London, three of which are in Westminster

Whilst there is no statutory duty for local authorities to provide public conveniences, there are 21 publically accessible conventional toilets, 11 Automatic Public Conveniences and the City Council installs temporary toilets at major events (such as Notting Hill Carnival in Westminster).

### NEW POLICY CM34.1: PUBLIC TOILETS

Safe, secure and publicly accessible toilets will be required in proposals for:

- Large retail developments;
- Leisure and entertainment developments;
- Tourist attractions; and
- Transport interchanges.

These should be accessible for all, with space for changing facilities for disabled people and baby changing and separate feeding, and clearly signposted.

The loss of existing public toilets provision will be permitted where services are to be re-provided to a higher standard in the immediate vicinity.

The council will require public toilets in developments that will attract large numbers of people, where there is public access

These should be maintained and secured by legal agreement as part of the overall maintenance of any development

They should be clearly sign-posted within schemes to ensure they are easily located

“Public toilets are a vital service, both for Londoners and visitors to the city. They are especially important for certain groups, such as the elderly or those with certain health conditions, as well as for tourists. Public toilets can support businesses in boosting customer footfall, by giving people more confidence to move around the city, and helping to keep London clean.”

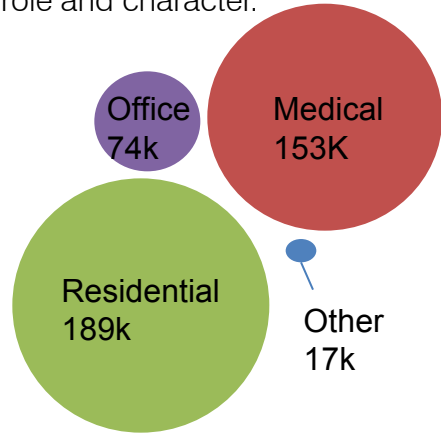
Public toilets in London - Update (July 2011) London Assembly



# HARLEY STREET SPECIAL POLICY AREA

Harley Street requires a special policy approach to support its function as a world renowned centre for medical excellence and specialised medical facilities. Ensuring the on-going availability of appropriate accommodation supports the continued importance of the area as a centre for medical excellence within London, and the UK. The uses in the Harley Street SPA add to the economic diversity of the area, and the area provides over 3,000 jobs in the medical sector. It is well served by complementary uses in the CAZ such as hotels.

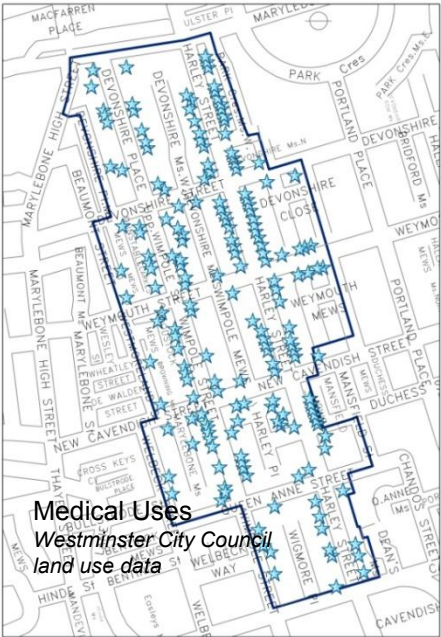
Clinics, consulting rooms and diagnostic facilities will be protected and encouraged to ensure a range of specialisms are secured and ensure the special character and function of this area is maintained. Related uses such as laboratories are also important. There is also a long established residential community which gives the area dual role and character.



Floorspace (sqm)  
Westminster City Council land use data

## NEW POLICY CM2.1: HARLEY STREET SPECIAL POLICY AREA

- New medical and complementary facilities will be encouraged.
- Existing medical facilities, including consultation rooms and related professional and support services, will be protected and their loss of will only be allowed in exceptional circumstances where:
1. the council is satisfied that the premises have been vacant and actively marketed for medical use for at least 12 months at a reasonable market value and attempts to find an occupier have been unsuccessful; and
  2. the change of use is to residential.
- The council will consider land use swaps within the Special Policy Area where it can be demonstrated that:
1. there will be no net loss of medical and associated floorspace; and
  2. the accommodation offered provides higher quality medical space.
- All development proposals will need to demonstrate that they do not have a negative impact on the character and function of the Special Policy Area.



Swaps can allow for a better arrangement of uses within buildings, and enable long term suitability and occupation of the available building stock. This policy would allow for swaps in the non-core CAZ part of the Special Policy Area in addition to that allowed within the Core CAZ by policy CM1.2 Land Use Swaps and Packages.

## Have Your Say

This booklet is part of the informal consultation for developing the statutory policies in Westminster's local plan. It builds on previous consultation on the City Management Plan. Further information can be found here.

This booklet only includes the proposed policy. However, the Westminster's local plan will include supporting text. This supporting text includes:

- Introductory text, setting out the background to the topic.
- Policy application: guidance as to how the policy will be applied, including details of how things will be measured or calculated etc.
- Reasoned justification: this is an explanation required by law to accompany a policy, setting out why a policy is applied.
- Glossary definitions: the statutory definitions used for terms that are included in the policies.

If you wish to discuss the issues raised in this booklet with somebody, please telephone 020 7641 2503.

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To comment on anything in this booklet, please email [ldf@westminster.gov.uk](mailto:ldf@westminster.gov.uk) or write to us at:

City Planning  
11<sup>th</sup> Floor  
Westminster City Hall  
64 Victoria Street  
London SW1 6QP

Your comments will form part of the statutory record of consultation and will be made available on our website and to the public. Your contact details will not be made available, but we will use them to stay in touch with you about future policy development. If you do not want us to stay in touch, please let us know in your response.

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## Reading List

*Better City Better Lives* (2013) Westminster City Council

*Central London Property Market Review* (2013) CBRE Research.

*Chelsea Barracks Planning Brief* (2006) Westminster City Council

*GLA Population Projections 2012 Round SHLAA* (2012) Greater London Authority

*Local Economic Assessment Baseline Study* (2011) Westminster City Council

*London Labour Market Projections* (2013) Greater London Authority Economics

*Penthouse London* (2013) CBRE Research.

*Public Toilets in London – Update Report* (2011) London Assembly

*Regional Labour Market Statistics* (2013) Office for National Statistics

*The Futures Plan- Church Street, Paddington Green, Lisson Grove* (2011) Westminster City Council and Urban initiatives

*Westminster Infrastructure Plan: Technical Assessment 2006-2026* (2009) URS for Westminster City Council