Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

- 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and
- 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site.

draft planning brief
Draft Planning Brief, Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

• 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and
• 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site.

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## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Summary</td>
<td>7</td>
</tr>
<tr>
<td>1 Introduction</td>
<td>9</td>
</tr>
<tr>
<td>The Brief Area</td>
<td>12</td>
</tr>
<tr>
<td>Purpose of the Brief</td>
<td>12</td>
</tr>
<tr>
<td>2 Background</td>
<td>17</td>
</tr>
<tr>
<td>Site and surroundings</td>
<td>17</td>
</tr>
<tr>
<td>Planning history</td>
<td>18</td>
</tr>
<tr>
<td>1-23 Oxford Street and 157-165 Charing Cross Road.</td>
<td>18</td>
</tr>
<tr>
<td>135-155 Charing Cross Road and 12 Sutton Row</td>
<td>18</td>
</tr>
<tr>
<td>Crossrail Line 1</td>
<td>18</td>
</tr>
<tr>
<td>Timing</td>
<td>18</td>
</tr>
<tr>
<td>Safeguarding</td>
<td>19</td>
</tr>
<tr>
<td>3 Planning Policy Context</td>
<td>23</td>
</tr>
<tr>
<td>London Plan – Area for intensification (AfI) / Opportunity Area for Intensification (AfI)</td>
<td>23</td>
</tr>
<tr>
<td>4 Station Upgrade Schemes</td>
<td>27</td>
</tr>
<tr>
<td>Key elements of the joint scheme:</td>
<td>27</td>
</tr>
<tr>
<td>Demolition and Oversite Development</td>
<td>28</td>
</tr>
<tr>
<td>Options for alternative scenarios</td>
<td>28</td>
</tr>
<tr>
<td>Crossrail 2</td>
<td>28</td>
</tr>
<tr>
<td>5 Construction And Site Access</td>
<td>31</td>
</tr>
<tr>
<td>The Code of Construction Practice</td>
<td>31</td>
</tr>
<tr>
<td>Impacts of construction on the road network</td>
<td>31</td>
</tr>
<tr>
<td>Construction management issues</td>
<td>32</td>
</tr>
<tr>
<td>Co-ordination of construction of Crossrail 1 and London Underground congestion relief scheme (the Plaza scheme).</td>
<td>32</td>
</tr>
<tr>
<td>6 Traffic / Access And Public Realm Issues</td>
<td>35</td>
</tr>
<tr>
<td>Pedestrians</td>
<td>35</td>
</tr>
<tr>
<td>Vehicular traffic</td>
<td>37</td>
</tr>
<tr>
<td>Servicing</td>
<td>37</td>
</tr>
<tr>
<td>Buses</td>
<td>38</td>
</tr>
<tr>
<td>Highway reinstatement</td>
<td>38</td>
</tr>
<tr>
<td>Oversite development</td>
<td>38</td>
</tr>
<tr>
<td>Chapter</td>
<td>Section</td>
</tr>
<tr>
<td>---------</td>
<td>--------------------------------------------------------------</td>
</tr>
<tr>
<td>7</td>
<td>Oversite Development: Land Use</td>
</tr>
<tr>
<td></td>
<td>Central Activities Zone / Mixed Use</td>
</tr>
<tr>
<td></td>
<td>Shopping</td>
</tr>
<tr>
<td></td>
<td>Entertainment Uses</td>
</tr>
<tr>
<td></td>
<td>The Astoria Theatre</td>
</tr>
<tr>
<td></td>
<td>Employment Uses</td>
</tr>
<tr>
<td></td>
<td>Hotel, Conference and related facilities</td>
</tr>
<tr>
<td></td>
<td>Residential</td>
</tr>
<tr>
<td></td>
<td>Ventilation Shafts</td>
</tr>
<tr>
<td></td>
<td>Public Toilets</td>
</tr>
<tr>
<td>8</td>
<td>Oversite Development : Design</td>
</tr>
<tr>
<td></td>
<td>Conservation areas and listed buildings</td>
</tr>
<tr>
<td></td>
<td>Design</td>
</tr>
<tr>
<td></td>
<td>Strategic Views</td>
</tr>
<tr>
<td></td>
<td>Local Views</td>
</tr>
<tr>
<td></td>
<td>High buildings</td>
</tr>
<tr>
<td></td>
<td>Soho Square</td>
</tr>
<tr>
<td></td>
<td>Scale and layout</td>
</tr>
<tr>
<td></td>
<td>Designing Out Crime</td>
</tr>
<tr>
<td></td>
<td>Public Art</td>
</tr>
<tr>
<td></td>
<td>Archaeology</td>
</tr>
<tr>
<td></td>
<td>Supplementary Planning Guidance</td>
</tr>
<tr>
<td>9</td>
<td>Other Standards And Controls</td>
</tr>
<tr>
<td></td>
<td>Green Buildings, Recycling and Sustainability</td>
</tr>
<tr>
<td></td>
<td>Code of Construction Practice</td>
</tr>
<tr>
<td>10</td>
<td>Planning Benefits</td>
</tr>
<tr>
<td>11</td>
<td>Contacts and Further Information</td>
</tr>
<tr>
<td></td>
<td>Overview of Timescales</td>
</tr>
</tbody>
</table>

### Appendix 1 - Assurances and undertakings from the Promoter in respect of the impact of the Crossrail proposals on the City

### Appendix 2 - Draft Sustainability Appraisals

### Appendix 3 - Draft Plans of Station Provided by Crossrail

4
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):
## Maps

<table>
<thead>
<tr>
<th>Map</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Map 1</td>
<td>The Tottenham Court Road Station (Eastern Ticket Hall) planning brief area</td>
<td>9</td>
</tr>
<tr>
<td>Map 2</td>
<td>Crossrail 1 Safeguarded Route</td>
<td>20</td>
</tr>
<tr>
<td>Map 3</td>
<td>Crossrail 2 Safeguarded Route</td>
<td>29</td>
</tr>
<tr>
<td>Map 4</td>
<td>Strategic Views and Special Policy Areas</td>
<td>41</td>
</tr>
<tr>
<td>Map 5</td>
<td>Conservation Areas and Listed Buildings</td>
<td>47</td>
</tr>
</tbody>
</table>
Executive Summary

As part of its approach towards the Crossrail proposals, the City Council is preparing a series of planning briefs for key sites across the city affected by Crossrail. The aim of the briefs is to set out all the relevant Council policies and concerns relating to the sites and seek to obtain the promoters’ (Cross London Rail Links Limited (CLRLL)) agreement to incorporate these matters into their proposals. These draft briefs have and will assist the Council in its negotiating and petitioning strategy in respect of CLRLL’s hybrid bill which was deposited in parliament on 22 February 2005 for the powers to construct and operate Crossrail Line 1. The City Council supports the principle of Crossrail subject to considerations set out in this and the other briefs.

This brief concerns the following buildings (as shown on Map 1):

- 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and
- 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site.

The sites will be required for the construction of Crossrail 1 if it proceeds. CLRLL have indicated that all or part of the Astoria site will be required for the construction of part of the new station and emergency access. The rest of the ticket hall and station facilities would be constructed underneath Charing Cross Road and the Centre Point Plaza. The Goslett Yard site is proposed as the main work site for the construction of deep level station tunnels and passages, and to accommodate ventilation and emergency escape/access.

The construction of Crossrail will result in considerable disruption to those living and working in the area, and to traffic and pedestrians. The Council will seek to minimise these impacts, and this brief sets out the main concerns that the Council considers that the promoters of Crossrail will need to address, both during the construction process and afterwards. The effect on and interaction of different transport modes, including pedestrians, cars, buses, taxis, general traffic and cyclists will need to be fully considered by Crossrail, and adequate evidence provided to justify proposals and their impacts.

Since the previous version of this planning brief was published, CLRLL and the landowner of the planning brief site, Derwent London, have been in discussions and have prepared a draft oversite development scheme for the sites.

Proposals for replacement buildings on both sites must reflect the character of the Soho Conservation Area, and relate to the height and scale of adjacent buildings and townscape.

The Council would expect mixed use developments on the sites, including a replacement theatre, retail and employment uses reflective of the location within the Creative Industries Special Policy Area. If the total commercial floorspace on the sites increases by more than 200m², then the Council would require 50% of the increase as residential. Other Central London Activities may also be appropriate and further guidance on these is given in the brief.

Crossrail’s final proposals for the Tottenham Court Road Station (Eastern Ticket Hall), and associated oversite development, should take account of and address the City Council’s concerns as set out in this brief which is a material consideration in the determination of any planning applications or any
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

reserved matters that fall to the City Council to determine in relation to the Crossrail Bill.

The Council will work with all stakeholders, including London Borough of Camden, Crossrail, Transport for London, landowners and amenity societies to ensure that the aims as set out in this brief are incorporated into the proposals.
1 Introduction

1.1 This brief concerns the following buildings (as shown on Map 1):

- 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and
- 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site.

1.2 Where this brief refers to “the sites”, this refers to the entire area above. The sites are safeguarded for a new station entrance, ticket hall and associated infrastructure, and construction worksites for the Crossrail Line 1 Tottenham Court Road Station Eastern Ticket Hall, as included in the Crossrail Hybrid Bill.

Map 1 – The Tottenham Court Road Station (Eastern Ticket Hall) planning brief area
Map 1: Tottenham Court Road Station (Eastern Ticket Hall) planning brief area

- Borough Boundary
- Planning Brief Site
- A - Astoria Site
- B - Goslett Yard Site

Legend:
- Borough Boundary
- Planning Brief Site
- A - Astoria Site
- B - Goslett Yard Site

Scale: 1:1000

North is at the top of the map.
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):
1.3 The City Council strongly supports Crossrail Line 1 with a link to Heathrow as the best medium to long term opportunity to improve rail based transport in London. It is now being promoted by a joint company - Cross London Rail Links Ltd. (CLRLL), a joint venture between Transport for London and Department for Transport. To assist in the Council's negotiations with CLRLL, draft planning briefs have been prepared for key Crossrail sites across the City, of which this is one.

1.4 CLRLL's proposals for these key sites have been set out in the Crossrail Bill and supporting documentation.

1.5 A separate congestion relief scheme for the Tottenham Court Road Underground Station had been planned by London Underground. This entailed the provision of new escalators down to platform level, the creation of a new ticket hall and station entrance at the base of Centre Point tower. This scheme has now been incorporated into the Crossrail Bill (see section 4).

1.6 Policy ENV 2 (A) of the UDP lists a number of developments for which Environmental Impact Assessments (EIA's) are usually required. The Crossrail Bill contains provision that modify the 1999 Environmental Impact Assessment Regulations and which requires that any Over Site Development will either require an EIA (where the works are integral to the new works) or will require it where the local planning authority determines that such development is likely to have significant environmental impacts.

The Brief Area

1.7 The Crossrail Tottenham Court Road Station would be located south of Oxford Street, between Great Chapel Street and St. Giles High Street. The Crossrail underground line is designed for larger trains, with exits at each end of the platforms. There are therefore two new ticket halls proposed: the Eastern ticket hall, at the junction of Charing Cross Road and Oxford Street; the other Western ticket hall under the block bounded by 91-101 Oxford Street, 97-102 Dean Street, 6 and 7 Fareham Street, and 1 to 8 Great Chapel Street.

1.8 This brief relates to proposals for the Eastern Ticket Hall; a separate brief (Tottenham Court Road Station Western Ticket Hall: Site bounded by 91-101 Oxford Street, 93-102 Dean Street, 1-12 Great Chapel Street and Diadem Court W1) covers the Western ticket hall site.

1.9 This planning brief is written to help guide proposals assuming that CLRLL are proposing to demolish and redevelop all of the buildings on the sites covered by this brief.

1.10 The brief should be read in conjunction with the Draft Planning Brief for the Western Ticket Hall site and the Tottenham Court Road Area Framework adopted by the London Borough of Camden in July 2004.

Purpose of the Brief

1.11 Crossrail line 1 is a proposal to introduce a new east-west railway linking Maidenhead and Heathrow with Abbey Wood and Shenfield through new tunnels under central London. The City Council strongly supports Crossrail Line 1 with a link to Heathrow as the best medium to long term opportunity to improve rail based transport in London. The project is now being promoted by the Secretary of State for Transport through the joint company CLRLL, which is a joint venture between Transport for London (TfL) and the Department for Transport (DfT). To assist in the Council's negotiations with CLRLL draft planning briefs have been prepared for key Crossrail sites across the City, of which this site is one. This planning brief has been written to:
guide development proposals for improvements to Tottenham Court Road Station and a replacement ticket hall;

• manage the impacts on the area of construction of the new station facilities and Crossrail;

• guide development proposals for the Astoria site following construction of the new station facilities;

• guide development proposals for the Goslett Yard site, required for the construction of Crossrail; and

• guide proposals for public areas around the station.

1.12 The purpose of this brief is to set out the City Council’s considerations for this site in relation to matters arising from the construction of Crossrail, covering in particular potential amenity, traffic and environmental impacts. The brief also sets out the Council’s considerations on existing land uses, as well as CLRL’s proposed long term use of the site, and looks at alternative uses should CLRL’s proposals not come forward. The brief considers the existing physical characteristics of the Astoria and Goslett Yard sites and the surrounding area and sets out the City Council’s planning policies, guidelines and constraints with regard to the future development of the sites and the public realm around them. The new station will be an opportunity to radically improve the appearance and functioning of St Giles Circus, and the City Council will work with the London Borough of Camden and the promoters of Crossrail to ensure that this opportunity is seized.

1.13 This brief is a revised version of the draft planning brief for Paddington New Yard and Adjoining Land which was approved by the Planning and City Development Committee on 26 May 2005 following a period of public consultation. The principal issues raised through consultation were incorporated into the 26 May version of the draft brief and it has served as a key document in negotiations with CLRL since the Crossrail Hybrid Bill was deposited in Parliament to secure the powers to construct and operate Crossrail Line 1. This, along with the other Crossrail draft planning briefs, has provided the basis for setting out the City Council’s petitioning strategy throughout Parliament’s consideration of the Bill. The briefs have been instrumental in securing a number of assurances and undertakings from the Promoter in respect of the impact of the Crossrail proposals on the City. There are a number of generic undertakings and assurances as well as those that are site specific. Those relevant to the site covered by this draft planning brief are included as Appendix 1. This brief is a revised version of the draft planning brief which was approved by the Planning and Development Committee on 27 January 2005 for the purposes of public consultation. The current brief seeks to incorporate relevant consultation responses and to update accordingly on circumstances including the deposit of the Hybrid Bill on 22 February 2005 for powers to construct and operate Crossrail Line 1. On 26 May 2005 the Planning and Development Committee agreed for the revised brief to remain in draft form as further discussions and negotiations take place with CLRL and the Department for Transport (DfT) on their proposals and to take account of any further comments from affected parties. The principal issues raised through consultation have been incorporated into the revised brief and it is proposed that the briefs for the Crossrail sites are reconsidered later in 2005 for formal adoption.

1.14 Whilst by following the above procedure the brief would constitute a material consideration in determining planning applications, since the deposit of the Bill, on 22 February 2005, and the publication of the 26 May 2005 draft planning brief a number of detailed aspects of CLRL’s proposals for this site
have changed and, as mentioned above, a number of the City Council’s concerns have been met by securing appropriate undertakings and assurances. The purpose of this revised brief is therefore to update on circumstances generally and to provide a basis for continuing negotiations with CLRL as the Crossrail proposals are developed to the next stage of detailed design. On 8 May 2008 CLRL wrote to the City Council confirming that regard will be given to the provision of the Planning Briefs when preparing technical submissions to the Council under the Bill in relation to Crossrail works. This reaffirms their status as key documents in the negotiation process.

1.15 On 16 June 2008 the Planning Sub–Committee (Planning Briefs and Local Development Framework) approved this draft planning brief for the purpose of further public consultation. It is intended for the brief to become adopted as a Supplementary Planning Document (SPD) by following the procedures set out in Planning Policy Statement Note 12 (PPS12 – ‘Local Development Frameworks’). The draft planning brief has been prepared in accordance with the planning policies in the City of Westminster UDP and is also in general conformity with the London Plan. In its current form the brief is a material consideration in determining any planning application however, it will be accorded more weight as the consultation and adoption process proceeds. It is proposed that the briefs for the Crossrail sites are reconsidered later in 2008 following public consultation for formal adoption.

1.16 Whilst by following the above procedure the brief would constitute a material consideration in determining planning applications, if the Hybrid Bill deposited to Parliament is enacted the DfT would have conferred planning permission to construct and operate Crossrail Line 1. Notwithstanding this, through the provisions laid out in the Hybrid Bill the City Council has signed an undertaking to enable it to become a ‘qualifying authority’ which will allow the Council to assess more detailed aspects of the proposals as set out in Schedule 7 of the Bill. Through this process the City Council would not be able to refuse permission for proposed works on points of principle however, they would be able to request additional details or amendments to proposals on the grounds of the provisions laid out in the Bill. This may include the impact of proposals on design and location within the defined Safeguarding Limits. Furthermore, by setting out the City Council’s principal planning issues and requirements this brief will form the basis of negotiations with CLRL and the DfT throughout the further development of the Crossrail proposals.

1.17 Relevant Government legislation requires Development Plan Documents and Supplementary Planning Documents to be subject to sustainability appraisals incorporating Strategic Environmental Assessment (SEA). Included at Appendix 2 is an initial draft sustainability appraisal of this draft planning brief which has incorporated the requirements of Planning Policy Statement 12 (PPS 12) and the SEA Directive, and is based on the methodology set out in the ODPM document Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (November 2005). The SA process is integrated into the planning system to ensure that the results of the appraisal influence the choice of policy options as they emerge. Following consultation on the draft planning brief and on the associated Initial Sustainability Appraisal the adopted brief will take account of the sustainability objectives listed within the report and any relevant consultation responses. If the Hybrid Bill deposited to Parliament is enacted the DfT would have conferred planning permission to construct and operate Crossrail Line 1. Through the provisions laid out in the Hybrid Bill the City Council anticipates that it would become a qualifying authority which would
allow them to assess some detailed aspects of the proposals. Through this process the City Council would not be able to refuse permission for proposed works on points of principle; however, they would be able to request additional details or amendments to proposals on the grounds of the provisions laid out in the Bill. This may include the impact of proposals on design and location within the defined Safeguarding Limits. Furthermore, by setting out the City Council’s principal planning issues and requirements, this brief will form the basis of negotiations with CLRLL and the DfT through the Parliamentary process. The brief will be used to develop the City Council’s petition to put before Parliament for them to consider it as a material consideration. It is anticipated that the issues raised will be taken into account when Parliament are determining CLRLL’s proposals and when they are deciding on any necessary amendments to the Bill or required undertakings.
2 Background

Site and surroundings

2.1 The Astoria site covers 3,210m² and is bisected by Falconberg Court. This road is needed for the Crossrail station and so on redevelopment the site would form one complete plot. The buildings fronting onto Oxford Street and Charing Cross Road are a mixture of 5 and 6 storey buildings with retail uses at ground floor. The upper storeys and basements are a mixture of small offices, language schools, two nightclubs and the Astoria Theatre.

2.2 The building at 1-6, Falconberg Court has four storeys and is used for storage space at ground level, a nightclub at basement level and small offices and studios on the upper floors.

2.3 The Goslett Yard site covers 1,610m². The buildings were refurbished in 2003 and are a mixture of three to six storeys. There is continuous retail frontage at street level fronting onto Charing Cross Road with office uses above.

2.4 The buildings fronting Oxford Street are of late 19th Century construction and, though diverse in appearance, do form a cohesive frontage to this important shopping street and were considered of sufficient merit to be included in the Soho Conservation Area. The Astoria Theatre is a large five storey building which was originally built as a Cross and Blackwell pickle factory. It was converted to a cinema in 1927. It is now used as a live music venue and nightclub.

2.5 The immediate area surrounding the sites has continuous retail frontage at street level with a mixture of office, financial and education services on upper floors. Charing Cross Road and Oxford Street have very heavy pedestrian and vehicular traffic flows 24 hours a day. In contrast, Goslett Yard, Sutton Row and Falconberg Mews are narrow streets, with vehicular traffic mainly confined to servicing. Goslett Yard has pedestrian activity attracted by two bars, and Falconberg Mews and Falconberg Court have some pedestrian activity at night arising from the two nightclubs there. Sutton Row has some vehicular traffic emerging onto Charing Cross Road from Soho Square and is well used throughout the day and night by taxis and pedestrians.

2.6 There are problems of crime and antisocial behaviour in this area. Problems include drug use, discarded needles, urination, faeces, smell, graffiti, discarded food and litter.

2.7 Soho Square is 60m west of the site and is a quiet green square, well used by workers and residents for leisure. While the enclosed part of the square is closed at night, the wider square is busy 24 hours a day but retains a relatively quiet atmosphere.

2.8 St. Giles Circus is a key node on the central London road network as it is the junction for Oxford Street, Charing Cross Road and Tottenham Court Road. Nevertheless, it lacks a strong identity and traffic dominates the area. Building heights range from 4 storeys on Charing Cross Road to 35 storeys at Centre Point Tower. Many of the buildings facing onto St. Giles Circus have been blighted by the uncertainty over Crossrail and are in a poor state of repair, while the south side of Andrew Borde Street is dominated by large advertisement hoardings.

2.9 The area at the base of the tower is isolated from its surroundings by roads and a raised pool, both of which disrupt pedestrian movement through the area. The junction also has a very poor record in terms of road traffic.
collisions causing personal injuries, with St. Giles Circus having four times the average collisions for a signal controlled junction in inner London.

Planning history

1-23 Oxford Street and 157-165 Charing Cross Road

2.10 Conservation Area Consent was granted for the demolition of all the buildings on the site of 1-23 Oxford Street and 157-165 Charing Cross Road on 22nd April 1996 (94/00150/CAC).

2.11 Planning permission was granted on the same date for the erection of a single building with central atrium comprising a retail arcade on the ground floor to include a Class A1 and Class A3 space plus entrances to a new station ticket hall below, a venue for live theatre in the sub-basement, a gallery (class B1) on part of the first floor and within a partially free standing tower at the corner of Oxford Street and Charing Cross Road, offices (Class B1) on the remainder of the first floor and the whole of the second to sixth floors, and a plant enclosure at seventh floor level plus associated alterations to the public highway (94/00149/FULL).

2.12 The permission was given subject to a section 106 agreement securing highway works around the site, and the provision of a theatre in the sub basement (see section 6.10).

2.13 Both the Conservation Area Consent and the Planning Permission have now expired.

2.14 London Underground Limited currently propose to demolish 17 Oxford Street as part of the CLR/LUL station scheme. The site is identified in the Crossrail Environmental Statement as a building to be acquired, but not demolished. Accordingly, any proposal to demolish this building will require Conservation Area Consent from Westminster City Council.

135-155 Charing Cross Road and 12 Sutton Row

2.15 This site is not within a conservation area so consent would not have been required for demolition of the buildings. Crossrail did not make a planning application for the oversite development on the Goslett Yard site, so there is no Crossrail associated planning permission for the Goslett Yard site.

2.16 Permission was granted for works including a new 5th floor for offices, roof plant room and office entrance on Sutton Row on 3rd August 1999 (99/00130/FULL). This and subsequent permissions amending various aspects of the proposal have been implemented. There are B1 uses on the upper floors, with various retail uses on the ground and basement.

Crossrail Line 1

Timing

2.17 The Secretary of State for Transport deposited a Hybrid Bill to Parliament on 22 February 2005 to seek the necessary powers to construct and operate Crossrail Line 1. The Bill was accompanied by an Environmental Statement, (consisting of a Non Technical Summary, 9 supporting volumes and annexed with a variety of technical appendices). Subsequently CLR/LUL issued Amendment of Provisions Environmental Statement (AP) in January 2006 with further amendments AP2 published in May 2006, AP3 in November 2006 and AP4 in May 2007.

2.18 The Bill has been before a House of Commons Select Committee and the City Council has petitioned this Committee twice on both generic and detailed provisions contained in the Bill and Environmental Statement and the AP3 amendment to the Environmental Statement. In December 2007, the Bill went
to the House of Lords and which has reported its findings in May 2008. The City Council has petitioned this Committee on several points relating to the Bill and Environmental Statement (including the AP3 amendments). At the present time it is anticipated that the Hybrid Bill will receive Royal Assent in July 2008.

2.172.19 CLRLL’s timetable for Crossrail line 1 has been revised and now assumes that the start of passenger service could be Summer 2019 with advanced works beginning in Summer 2018 after the proposed bill receives Royal Assent and full construction starting in Summer 2020 after the proposed bill receives Royal Assent. However, this timetable is becoming increasingly unrealistic and the City Council urges CLRLL to provide a more realistic timetable.

2.18 The Bill requires a second reading in Parliament before a formal period can be set to receive petitions. The City Council supports any rail project that seeks to improve the quality, reliability and accessibility of public transport and this is set out in the Unitary Development Plan, (policy STRA 20). The City Council has consistently supported the Crossrail proposal, on the alignment safeguarded by the Secretary of State since 1991. However, the City Council also has clear policies to protect the general amenity of residents, businesses and visitors in Westminster against any adverse environmental impact. Therefore a petition is required to identify these aspects of the Bill which do not currently meet the Council’s policies or concerns and to seek amendments.

2.19 Officers are in the process of assessing the Bill and its supporting documentation. This will establish the City Council’s position and its potential petition on generic aspects as well as site-specific issues. At this stage it is not clear that the Department for Transport / CLRLL have submitted all of the relevant information to enable a clear judgement to be made on the impact of the project. The City Council has hosted and chaired meetings with other London Local Authorities to establish areas of common concern, to consider joint petitioning and to explore the economies and protocols of “Lead Authority” being adopted on specific petitioning points. Formal adoption of the Crossrail planning briefs should follow later in 2005 and their content will be incorporated into any forthcoming petition to Parliament on Crossrail’s current proposals, should negotiation prove unsuccessful.

Safeguarding

2.20 The central tunnelled section of Crossrail (west of Paddington to east of Liverpool St) was made the subject of a Safeguarding Direction by the Secretary of State for Transport in October 1991, and was most recently revised in January 2008/2005. The main purpose of the Direction is to prevent development that could preclude the future construction of the line. Accompanying the Direction are plans which identify:

- limits of land subject to consultation with the promoters of Crossrail (before granting planning permission); and
- areas within these limits which are of “surface interest” (areas of possible surface intervention such as ticket halls, ventilation shafts and work sites).

2.21 The sites which are the subject of this planning brief are “areas of surface interest”, and the safeguarding designation is shown on Map 2.
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

Map 2 – Crossrail 1 Safeguarded Route
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

3 Planning Policy Context

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

- The Government’s Planning Policy Guidance (PPG) notes and Planning Policy Statements (PPS), particularly PPG1 (General Policy and Principles), PPS12 (Local Development Frameworks), PPG13 (Transport) and PPG 15 (Planning and the Historic Environment);
- The City of Westminster Unitary Development Plan (UDP), January 2007;
- City of Westminster Supplementary Planning Guidance.

3.2 The City of Westminster’s draft Replacement Unitary Development Plan (UDP) contains the policies against which the future redevelopment of the sites for Crossrail purposes will be considered. The UDP is the subject of a Direction under section 17(1) of the Town and Country Planning Act 1990, issued by the First Secretary of State on 9 December 2004. The Direction relates only to policies for affordable housing, but it prevents the adoption of the whole plan.

3.3 The most relevant policies in the UDP concern transport, the environment, urban design and conservation and shopping and services, but any development will need to comply with the UDP as a whole.

3.4 Map 3 and Map 4 show the UDP policy designations which affect the site. The effect of these designations is set out in section 6 on traffic and public realm issues, section 7 on land use, and section 8 on design.

London Plan – Area for Intensification (AfI) / Opportunity Area for Intensification (AfI)

3.5 The Mayor of London’s London Plan was published in January 2004 and is the strategic spatial development strategy for London. The London Plan aims to accommodate significant growth in the London economy, mainly in central and east London through the identification of a series of Opportunity Areas and Areas for Intensification. Crossrail is fundamental to enabling the projected growth and development set out in the London Plan.

3.6 The February 2008 London Plan identifies Tottenham Court Road as an Opportunity Area (Tottenham Court Road had been previously identified in the London Plan as an Area for Intensification). The London Plan identifies a series of Opportunity Areas and Areas for Intensification. These are strategically important locations where the Mayor expects significant new development to take place to contribute to meeting London’s growth. Tottenham Court Road is identified as an Area for Intensification. Policy 5B.2 of the London Plan gives an indicative estimate of growth for the Tottenham Court Road Opportunity Area of 52,000 new jobs and 200,000 new homes (minimum) in the period up to 2016 between 2001 and 2026. No boundary is shown for the Area for Intensification, though it contains a series of development sites assumed to straddle either side of the Westminster/Camden boundary, with key development opportunities in Camden being outlined in the adopted Tottenham Court Road Area Framework (see 3.8 below). Both the Tottenham Court Station (East)
and Tottenham Court Road Station (west) sites are included in the Opportunity Area.

3.7 In the City Council’s view the potential of the Tottenham Court Road area as an Opportunity Area for Intensification is entirely dependent on the construction of the Crossrail interchange. Crossrail would significantly increase the transport accessibility and capacity at Tottenham Court Road station. The London Plan mentions the potential to redevelop at higher densities in the wider Holborn/Midtown area which would be possible with improved public transport infrastructure. The emphasis of the London Plan is on the potential to raise density following construction of Crossrail. The potential scope to intensify development within the Westminster section of the AIL Opportunity Area will also be affected all other UDP policies including those relating to by-design and conservation constraints issues.

3.8 Camden has adopted a planning framework for the Tottenham Court Road station and St. Giles High Street area (July 2004). One of the main issues is the need to improve traffic and pedestrian circulation through the area and to improve the quality of the environment. It identifies several major opportunities for redevelopment east and south of Centre Point, and planning briefs have been adopted (also July 2004) for:

- St. Giles Court,
- 21-31, New Oxford Street, and
- Denmark Place (which is opposite the site which is the subject of this brief).

3.9 The delivery of AIL Opportunity Area growth will also be severely impacted upon by the impact of CLR LL advanced works and major construction activity (2005-2010). The need to maintain and improve bus and London Underground services and pedestrian environments through this lengthy construction programme must be taken account of in all proposals.

Non-statutory documents

3.10 The Report of the West End Central Area Retail Area Planning and Development Commission to the Mayor of London provides useful background information about the challenges facing the West End retail area and potential solutions.

3.11 The Oxford, Regent and Bond Street Action Plan identifies a series of transport, public realm matters that have been identified by the City Council and other key stakeholders such as TfL and the New West End Company as part of a programme to improve these shopping streets. The ORB Action Plan underwent public consultation during part of 2007 and the findings were subject of a Cabinet Report (12 November 2007).

3.12 As part of the Action Plan initiatives, the City Council has commissioned designs for the public realm both for the major shopping streets and ‘Oasis’ areas in designated side streets. The design approach taken could be a useful basis for Crossrail to consider in their public realm and highway design proposals on the principal pedestrian routes predicted to be generated from the Crossrail stations.

Emerging Studies

3.13 In 2007/08 a study by Gillespies and Stanton Williams commissioned by London Underground Limited (LUL) and Design for London (DfL) in conjunction with London Borough of Camden and City of Westminster into the options for improving the area around Centre Point and securing the best
3.14 In 2008 DfL, again in conjunction with Camden and Westminster, commissioned Terry Farrell & Partners to review the area wide development issues in the wider St Giles area. Through the consultation process on this draft it is intended to consider the output of this study and to review the need for any changes.
4 Station Upgrade Schemes

4.1 The current London Underground station at Tottenham Court Road is congested and substandard. It suffers a range of problems, including:

- Evening peak demand close to capacity;
- Unreliable escalators;
- Cramped conditions – in the ticket hall, access to the ticket hall and at the bottom of the escalators;
- Congestion around the street entrances;
- No MIP (mobility impaired persons) access; and
- No secondary means of emergency escape.

4.2 Crossrail 1 and London Underground had previously developed separate proposals to address these problems by significantly upgrading facilities:

- Crossrail 1 – included a new ticket hall under the Astoria at basement level; and
- London Underground’s congestion relief scheme – known as the Plaza scheme – a new ticket hall under the Centre Point Plaza. This scheme has reached detailed design stage both for the underground ticket hall, escalators and lifts, and the design of the north and south entrance canopies in front of Centre Point.

4.3 The Bill now contains an amalgamation of these 2 schemes, referred to as ‘Centre Point Plaza’ (including Astoria Theatre and Goslett Yard). This scheme allows the London Underground congestion relief scheme to be implemented in conjunction with the Crossrail proposal. If Crossrail is not built, the London Underground works should be able to be brought forward independently, so that the problems with Tottenham Court Road Station as described above are addressed.

Key elements of the joint scheme:

4.4 An extension to the existing basement level ticket hall will be constructed beneath the plaza at the front of Centre Point and beneath Charing Cross Road. The existing Hornes Corner entrance will be permanently closed. The Dominion Theatre entrance on Tottenham Court Road will be retained and three new entrances provided at the:

- Corner of Oxford Street and Charing Cross Road containing three escalators and a lift that will replace the existing station entrance;
- The front of Centre Point and facing northwards containing a fixed stair and a lift; and
- The front of Centre Point and pointing southwards containing two escalators and a fixed stair.

4.5 From the eastern ticket hall, two new shafts each containing three escalators will be provided down to the Northern line and Crossrail platforms. To accommodate the Crossrail works, Andrew Borde Street will be permanently closed and landscaped and 148 Charing Cross Road will be demolished to allow for temporary diversion of Charing Cross Road.
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

Demolition and Oversite Development

4.6 In terms of the implications of the above for the two sites which are the subject of this brief, the Crossrail Bill shows that all buildings would be demolished and presumes oversite development carried out on both.

4.7 However it is not yet clear from CLRLL and it has not been demonstrated to the satisfaction of the Council why the demolition of the whole “Astoria site” is necessary.

4.8 London Underground’s previous plaza scheme proposed the demolition and redevelopment of 1-23, Oxford Street and 1-6, Falconberg Court. Within the Oxford Street frontage of this block, Nos.19-23 Oxford Street may not have been required to enable the Plaza scheme to proceed. The Astoria Theatre would not have been demolished, Falconberg Court would remain open on completion of the scheme and the Goslett Yard site would not have been required.

4.9 Given this, the council would need to be fully convinced of the necessity of the extent of demolition indicated on the northern site as it is in a conservation area, and the Council has policies to protect theatres, or buildings previously used as theatres. See sections 7.10 - 7.12 below for more guidance.

4.10 The Goslett Yard site (135 – 155 Charing Cross Road) is proposed as the main work site for the construction of the deep level station tunnels and passages, and to accommodate a ventilation and emergency intervention shaft.

Options for alternative scenarios

4.11 The London Underground congestion relief scheme - the Plaza scheme - was conceived and designed to provide extra capacity and modernise facilities at Tottenham Court Road Station in case Crossrail did not proceed. As there is still no commitment to funding Crossrail... The City Council supports this scheme in order to alleviate the current problems at the Underground Station as highlighted in 4.1 (above) but needs to be sure that a scheme to provide the extra capacity and modernised facilities could still be implemented if Crossrail does not go ahead. Likewise, the scheme should allow for integration with Crossrail at a later stage if Crossrail is delayed and implemented after upgrading of the station. Confirmation of this is required from CLRLL.

Crossrail 2

4.12 The future development of the Crossrail 2 scheme (previously the Chelsea – Hackney line) will further increase the capacity of the station. Crossrail 2 is not programmed to be pursued until after completion of Crossrail 1 in 2013 and there are very few details of the station facilities for this scheme, but the line is subject to a safeguarding direction and included in the UDP (see map 3). The 1991 safeguarding direction is currently being reviewed by CLRLL and the revised direction is expected to be issued by the Secretary of State for Transport during 2008. As there is no programme for its implementation, the implications of Crossrail 2 are not addressed directly in this brief, but as far as possible the design of the station for Crossrail 1 should include adequate capacity to accommodate Crossrail 2, and should allow for the future construction of, and interchange with, Crossrail 2.
Map 3 – Crossrail 2 Safeguarded Route

Map 3: Crossrail Line 2 safeguarding route and areas of surface interest around Tottenham Court Road Eastern ticket hall.
5 Construction and Site Access

The Code of Construction Practice

5.1 While it is acknowledged that this development will result in disruption to traffic and pedestrians during the construction period in the surrounding area, the City Council will endeavour to keep these problems to a minimum. Where significant problems do occur, the City Council will manage them as effectively as possible in conjunction with all other relevant parties.

5.2 The City Council is anxious to minimise any disruption, whether temporary or permanent, to the surrounding area in accordance with UDP Policy TRANS 5 and UDP Policy TRANS 14. The Council will seek to minimise the impact of the scheme on the public highway, on residents and businesses in the surrounding area and on the character of Soho Square.

5.3 Lorry routes are a key issue and it will be necessary for vehicle types and routes to be agreed between the promoters and developers of Crossrail and the City Council and other interested parties in advance so that they can be incorporated into the Code of Construction Practice (see section 9 below). It is vital that the promoters and developers of the project satisfy the City Council that the project minimises the impact of construction vehicles on traffic flow, bus services and pedestrian traffic and parking.

Impacts of construction on the road network

5.4 The promoters of Crossrail will need to submit detailed plans and programmes of lorry routes and movements that demonstrate to the satisfaction of the City Council that the impacts on the area will be minimised. Access for construction vehicles via Soho will not be acceptable. Soho’s streets are narrow and completely unsuitable for such traffic and residents and businesses would be severely affected. London Borough of Camden also consider that there is a potential detrimental impact to St Giles residential and retail premises, and impacts on the bus interchange area. The City Council will work with Camden and other appropriate stakeholders to agree a programme that has minimal impacts on the area.

5.5 Charing Cross Road is an important part of the central London road network and accommodates several bus routes. It is therefore vital that Charing Cross Road is kept open throughout the construction period as far as possible. The Council is concerned that adequate details should be provided on how the ticket hall is to be constructed underneath Charing Cross Road and assurance given that traffic flow would be able to continue while this is constructed.

5.6 Crossrail requires the use of Andrew Borde Street in Camden for lorry access and holding area during the construction period, and for southbound bus access to Charing Cross Road. Andrew Borde Street would then be closed permanently to enable the creation of a new station access and pedestrian area.

5.7 Lorry traffic would need to cross Charing Cross Road from Andrew Borde Street to reach the Goslett Yard work site. This appears to conflict with other diversions proposed during the construction period and in particular the closure of Andrew Borde Street to create the new eastern entrance to the station. It is also likely to disrupt traffic on Charing Cross Road and the surrounding road network. Satisfactory details of lorry routes and movements to and from the Goslett Yard work site need to be provided.
5.8 Adequate provision also needs to be made for construction vehicles to leave Goslett Yard north via Charing Cross Road in particular ensuring that the works on the new ticket hall beneath Charing Cross Road do not preclude this option.

5.9 Sutton Row should remain open throughout the construction period. It is an important route for pedestrians accessing Soho, and will become even more important during the construction of the new station as a means to avoid St. Giles Circus. It is also an important route for traffic leaving Soho and should remain open to vehicular traffic.

5.10 The Crossrail worksite will extend into the highways and require the closure of several smaller side streets. Falconberg Court may be closed and incorporated into the development site. Falconberg Mews and Goslett Yard will remain open through most of the construction period but will be partially closed for part of the period. Alternative arrangements will need to be found for servicing premises on these streets.

Construction management issues

5.11 Development of Crossrail 1 is likely to require the full use of the two sites shown on Map 1. The Goslett Yard site will be required for a temporary construction shaft to enable construction of deep level tunnels, new platforms and passageways. The extent of the working site areas will depend upon the technical requirements of Crossrail.

5.12 The Astoria site will be used as to construct an escalator shaft and ticket hall, and be part of the overall construction site. However, it will only be required for part of the construction period and once the shaft and ticket hall have been finished, oversite development should commence at the earliest opportunity.

5.13 The promoters and developers of the station development may wish to explore whether it would be feasible to incorporate within the basement of the new building on the Astoria site, a working area sufficiently large for Crossrail’s purposes so that building work above ground level need not be unduly delayed.

5.14 The Goslett Yard site abuts St. Patrick’s Church, Soho Square, an important Grade II* listed building, and the safeguarding of this building will be of paramount importance. The promoters and developers of Crossrail should refer to the City Council’s Supplementary Guidance Note on “The Protection of Historic Buildings in Westminster” (2000), and consider at the earliest stage how excavation near to the church will be kept to an absolute minimum. Any application to redevelop should be accompanied by a method statement which sets out the safeguards to be employed during both demolition and reconstruction of Goslett Yard to ensure the retention of the church without damage to its structure. The Council will require categorical assurances on this matter.

5.15 Depending upon projected noise levels from the construction site, the City Council may require acoustic screening to be put in place by the developer to protect the quiet environment of Soho Square.

Co-ordination of construction of Crossrail 1 and London Underground congestion relief scheme (the Plaza scheme)

5.16 The Council fully supports the joint work of CLRLL and London Underground on the Tottenham Court Road station. Previously two separate schemes were being progressed with conflicting construction requirements. A single scheme is now being progressed avoiding such conflicts, but the Council will need to be satisfied that access for construction vehicles to the Goslett Yard
site can be safely achieved. Access is proposed via Andrew Borde Street but the street area is also required for the creation of the new station entrance, and possibly some diverted traffic from Charing Cross Road. Also, construction of the new ticket hall under Charing Cross Road may make this road unsuitable for construction vehicles leaving the Goslett Yard site.

5.17 CLRLL also intend to use Andrew Borde Street as a lorry holding area. It will need to be clearly demonstrated that the holding area will be available for the required construction period, or an alternative lorry holding area will need to be identified.

Construction Proposals as set out in the Crossrail Environmental Statement

5.18 CLRLL’s construction proposals in the Environmental Statement have been discussed with City of Westminster, London Borough of Camden and Transport for London. As set out in the Environmental Statement by reason of their design, programme and impact, they are contrary to the Council’s established policies.

5.19 Negotiations are continuing in an attempt to agree an improved proposal which includes measures to address the issues as set out below. This matter is also covered in the Council’s draft petition.

- a) Construction traffic, specifically routes to and from work sites e.g. spoil removal, major deliveries to site and the need to minimise the use of local road networks in preference to strategic routes.
- b) The impacts of construction vehicles on traffic flow, bus services, and pedestrian traffic and on parking facilities in the area.
- c) The impact of any road closures on traffic and pedestrians, including which routes are to be closed, for how long, what the routes are currently used for and the impact of any diversions.
- d) Satisfactory amelioration, mitigation and management of impacts, and these should be identified in detail in Environmental Impact Assessment and Transport Statement.
- e) A comprehensive plan to manage the construction process, e.g., site set-up / servicing arrangements, hours of working, issues concerning noise, dust and vibration. This should also include, amongst other issues, the impact on Listed Buildings, e.g. settlement.
- f) Cumulative impact of the construction of Crossrail’s sites and other developer activity throughout the City of Westminster and Camden – particularly those being promoted in Camden’s planning framework for St. Giles’ Circus.

5.20 The City Council has petitioned both the House of Commons and House of Lords Select Committees on the issue if construction management and impacts arising from the construction of the Tottenham Court Road (east) Crossrail works and the LUL Tottenham Court Road Station upgrade. In their Petition Response Document (PRD) of 14th April 2008, Promoter has outlined their most recent position on these issues, namely:

- a) The evolving Traffic Management Plans, including pedestrian routes, prepared by the Promoter will not be finalised until closer to construction but will be the subject of consultation with the City Council and Metropolitan Police through a proposed Traffic Liaison Group.
- b) A Traffic Management Control Strategy will be prepared in consultation with the City Council to safely manage and practically provide pedestrian...
routes through the area, including access to existing properties within the construction zone.

c) The Promoter and LUL have formed a Tottenham Court Road Traffic Forum to agree to all issues relating to pedestrian movement arising from the Tottenham Court Road works and in wider area.
6 Traffic / Access AA And Public Realm Issues

6.1 The City Council expects Crossrail to fully consider all transport modes and their interaction in and around the St. Giles Circus area. Facilities for disabled people should also be improved.

Pedestrians

6.2 Pavements and crossings at St. Giles Circus are already very heavily congested with pedestrian traffic. Pedestrian congestion is particularly acute on both sides of Oxford Street at its eastern end and the existing entrances to the Underground station, on the south side of Oxford St and the north-west corner of St Giles Circus at Tottenham Court Road. There is also pedestrian congestion within the station, within the ticket hall and in passageways underground. In contrast, the entrances to the station from Centrepoint/Centre Point and Andrew Borde Street and connecting underpass are relatively lightly used, being isolated from the main pedestrian flows and having an unwelcoming environment.

6.3 Evidence of current pedestrian flows will need to be provided by the promoters of Crossrail to enable the City Council to properly assess the adequacy of station proposals. Information is also required on the current capacity at the station and the current number of pedestrians.

6.4 The new Crossrail station aims to address pedestrian congestion within the station below street level. It will provide a new, larger ticket hall and more capacity within the station in passageways and escalators, and a new exit at the Western Ticket Hall. The new station will need to have larger entrances to cope not only with existing pedestrian congestion but also with the new capacity of the station. Larger entrances can be designed into the new station but careful consideration needs to be given to:

a) pavement capacity and how pedestrians will disperse from the station – both along the streets and across the streets;

b) the location of the new station entrances in the street and the provision of adequate circulation space around them for pedestrians;

c) how pedestrians not using the station will circulate around the entrances;

d) how station users can interchange with bus and taxi services; and

e) signage and pedestrian management.

6.5 The completion of the new station and proposed increase in capacity of the Northern line will add substantially to the numbers of pedestrians using the station and the surrounding streets. This will exacerbate the existing problems of pavement congestion and pedestrian/vehicular conflict, particularly at the St. Giles’ Circus junction and at the narrowest point of Oxford Street.

6.6 The completion of Crossrail may encourage redevelopment of sites at higher densities east of Charing Cross within Camden and in the context of Camden’s planning framework, further increasing on street pedestrian activity at St. Giles Circus. Redevelopment of the Astoria and Goslett Yard sites could also lead to an increase in people in the area, and access to the upper floors should be provided in a way that does not hinder pedestrian movement.

6.7 There are five existing entrance/exit points to the station. They are small and inadequate for the number of people using them. On the other hand, the access points are dispersed and connect directly with the different parts of the...
area. The dispersed provision of entrances/exits disperses the pedestrian flow.

6.8 Plans of Crossrail’s current proposals are attached at Appendix 1 and are summarised in section 4.6 of this brief.

6.9 The Council is concerned about the proposed loss of the station entrance on the north west side of Oxford Street and Tottenham Court Road (Hornes Corner). At present, this entrance is heavily used and its loss will add significantly to pedestrian flows on other pavements and crossings. On the other hand, the entrance is substandard, may not operate satisfactorily with increased demand and is in a heavily used area of footway. The City Council may accept the loss of this entrance but needs to be satisfied:

- that pedestrians can be adequately dispersed without this entrance as it will lead to more pedestrians crossing the streets;
- of the benefits of its removal in terms of relieving pedestrian congestion; and
- that pedestrian crossings will be improved so the effect of losing the entrance is minimised. A diagonal pedestrian crossing at St Giles Circus should be studied which might improve pedestrian crossing movements and help to justify the loss of the Centre Point pool.

6.10 Particular attention should be paid to the location and design of the new entrance proposed on the south west corner of Oxford Street and Charing Cross Road. The Council has major concerns about the capacity of footways around the proposed Oxford Street entrance and how passengers will be dispersed. The promoters and developers of Crossrail will need to ensure that adequate provision is made for the dispersal of pedestrians from the station through the design of the entrances and the layout of the spaces outside and around the entrances. Additional entrances at other locations could be considered as a means of achieving this.

6.11 The redevelopment of the station should be taken as an opportunity to provide more direct, quicker and safer movement through the area. It will be necessary to increase the capacity of pavements and crossings by widening footways and providing wider and new pedestrian crossings. Improved surface access and circulation east of Charing Cross Road should be addressed to provide direct access to the station and to provide for pedestrian circulation at surface level as well as underground.

6.12 The proposed removal of the pool in the forecourt of Centre Point as part of both station schemes could allow the creation of space for pedestrians on the eastern side of Charing Cross Road. This should help ease pedestrian congestion at St Giles Circus and make the area more legible by providing a footway on all sides of the circus. The Council will work with Camden to ensure that improvements to footways and the public realm at St Giles Circus are coordinated, and provided to a design that is informed by data on the anticipated pedestrian flows from the new station and in the wider area.

6.13 The promoters of Crossrail should have regard to the provisions of TRANS 3 (A) of the UDP which sets out the various considerations that should be taken into account in providing for the needs of pedestrians.

6.14 Proper provision for interchange between the station and buses and taxis should be made by the promoters and developers of Crossrail. This will be particularly important as the station’s role as a strategic interchange will become even more important. Provision should be made for direct, simple routes from the station to bus stops and taxi stands. Appropriate signage and
information should be put in place inside and outside the station to direct pedestrians towards the location of alternative modes of travel and clear, convenient routes to nearby areas, such as north Covent Garden and Soho. However, the new station should also be taken as an opportunity to rationalise street signage in the area and reduce street clutter. The eastern entrance will be of particular benefit to the sites of Camden’s planning framework area immediately to the east, but only if of a high quality design and made more attractive and usable than the existing entrances in the area. Transport for London, Crossrail, London Borough of Camden and City of Westminster are working together to draw up temporary and permanent traffic schemes that manage impacts during and post Crossrail construction.

6.15 In order to assist to understand the impacts of pedestrians the City Council will expect any proposals relating to ticket hall entrances to be illustrated by appropriate modelling techniques (eg. LEGION) to assess the operation of the ticket hall and of the public highways leading to it and associated wider public realm.


Vehicular traffic

6.16 The junction of Oxford Street, Tottenham Court Road, New Oxford Street and Charing Cross Road is busy with traffic 24 hours a day. There is a high rate of accidents at the junction and any redesign of the junction will need to improve safety for pedestrians and vehicle movements.

6.17 London Borough of Camden are responsible for maintenance of the junction and have funding from TfL for an accident remedial scheme to be implemented in 2005. Design work is still being carried out but it could include an all red phase (so that a pedestrian crossing can be provided across the east arm of the junction) and additional improvements for bus routes 25 and 38.

6.18 Crossrail should consider the potential for improvements to this junction that may be dependent on the design of the new station, as well as the impact during construction.

6.19 The option of Tottenham Court Road reverting to two-way traffic, partly to improve road safety on Tottenham Court Road, is currently being considered. This will have fundamental implications for this junction and for the road network in the wider area.

6.20 It is proposed to permanently close Andrew Borde Street to create the new eastern station entrance to the station. Consideration must be given as to how best to accommodate traffic diverted from Andrew Borde Street and to ensure that the closure provides better conditions for pedestrians at surface level on the eastern side of Charing Cross Road. This should enable direct and convenient pedestrian routes from the eastern side of Charing Cross Road to Tottenham Court Road and New Oxford Street. The London Borough of Camden have indicated that further work is required on the final design for Andrew Borde Street to look at the desirability and feasibility of retaining part of the road for some traffic.

Servicing

6.21 The completed development of the Astoria site should be serviced from Sutton Row and Falconberg Mews. On-street servicing from Oxford Street or Charing Cross Road would disrupt traffic flow and will not be acceptable.
6.226.23 Sutton Row is currently used by taxis and local traffic emerging from Soho onto Charing Cross Road. It will need to be closed during the construction period but will need to be reopened on completion of the Crossrail 1 project to provide for servicing. Servicing and delivery facilities need to be in accordance with Council policy as set out in TRANS20 of the Replacement UDP, and should take account of local traffic and amenity considerations.

**Buses**

6.236.24 There are many bus routes which pass through the area, and four which terminate at the gyratory surrounding Centrepoint (routes 1, 14, 134 and 242). Bus movements are one of the main sources of congestion on Oxford Street and any effort to reduce the number of buses along Oxford Street may require the area around Centrepoint to be used to accommodate terminating buses. The closure of Andrew Borde Street could reduce options available to reduce bus congestion on Oxford Street. Transport for London have confirmed that they will continue to work with both Camden and Westminster to facilitate future bus movement and standing for the routes affected by the closure of Andrew Border Street.

**Oxford Street Transit Study**

6.25 In late 2006, the Mayor of London announced his intention of investigating a tram scheme on Oxford Street between Marble Arch and Tottenham Court Road. On 11 October 2006, the Mayor announced an indicative timetable for the implementation of the tram proposal which would take place in two stages:

- between 2008-2010 the tram line would be constructed between Marble Arch and Oxford Circus;
- then after 2012, the tram route would be extended from Oxford Circus to Tottenham Court Road.

6.26 A detailed study is currently underway commissioned by the Mayor of up to two years to investigate the feasibility of the proposal, with a decision to be made on the implementation of the scheme then.

6.27 The potential impacts of an Oxford Street tram include: impact on TLRN and City Council roads and dispersal of traffic into residential areas; impact on bus network including the current bus stops / lay by at Centre Point; the impact of potential route / corridor such as the need to install infrastructure as a tram stops and power supply and the need to provide tram turning or marshalling area in the St Giles area; and potential blight.

6.28 In light of these potentially significant impacts TfL and CLRLL is urged to carefully consider the ramifications of the Mayor’s Oxford Street transit study for the Crossrail and London Underground scheme design and construction programmes.

**Highway reinstatement**

6.246.29 The Crossrail project must include reinstatement of the highway within and around the Astoria, Goslett Yard and Centrepoint forecourt worksites following completion of the station and oversite development. Any plans must be formulated between Westminster City Council, Camden Borough Council and the promoters and developers of Crossrail.

**Oversite development**

6.236.30 Planning applications for development on the brief sites would need to be accompanied by a Transport Assessment, prepared in accordance with guidance in the UDP and revised PPG13. Proposals should also provide...
cycle parking (TRANS11), and servicing (TRANS20) in accordance with the standards set out in the UDP. The level of parking provision that would be allowed is set out in TRANS22 for non residential developments and TRANS23 for residential developments. Where mixed residential and non residential development is proposed the parking provision should be separate (TRANS24).
7 Oversite Development: Land Use

7.1 Improved public transport infrastructure is the main driver for redevelopment of the sites. It is the Council’s policy as set out in the UDP to maintain and improve the quality, reliability and accessibility of public transport; supporting proposals to improve the rail networks and passenger safety; and ensuring that new projects reflect the needs of people who are frail, elderly or have disabilities (Policy STRA 19). Improvements to public transport are also supported by policies TRANS1, TRANS5 and TRANS9 of the UDP. However, the oversite development should still meet UDP standards and must be satisfactory in terms of its transport impacts.

7.2 Crossrail should fully consider all transport modes and their interaction in and around the St. Giles Circus area. The redesign of St. Giles Circus should improve pedestrian access and the safety and interaction of all transport modes.

Map 4 - Strategic Views and Special Policy Areas
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

**Central Activities Zone / Mixed Use**

7.3 The site lies within the Central Activities Zone as defined in the Unitary Development Plan (STRA3). It is the Council's aim to maintain and enhance the mix of uses in central Westminster (STRA 4), as defined by the Central Activities Zone. The Council will require the equivalent provision of housing when increases in commercial floorspace above 200m² are proposed in the Central Activities Zone (CENT3), where it is appropriate and practical to do so. In principle this site would be appropriate for a range of Central London Activities shown in table 1.1 of the UDP (CENT1). However, the site is covered by a number of policy designations, and the character of the existing uses may well affect which uses would be required in any replacement buildings.

**Shopping**

7.4 The Oxford Street frontage (3-23, Oxford Street) is within the Primary Frontage of the West End International Centre. Policies for this area require that on redevelopment, A1 uses should be provided throughout basement, ground and first floor levels, and that there should be no loss of A1 floorspace compared to the existing (SS5). The size and type of units must be appropriate to the character and function of the street (SS4). Policy SS2 protects non A1 retail uses, and A2 and A3 uses should also be replaced.

7.5 The Charing Cross Road frontage of the sites is outside the Primary Shopping Frontages but within the CAZ where policy SS6-SS5 applies. Policy SS6-SS5 seeks to ensure an appropriate balance of town centre uses and protects A1 uses at ground, basement and first floor levels. The Council would therefore expect that an equivalent or increased amount of A1 retail would be provided upon redevelopment of these frontages, as well as an equivalent level of non A1 retail uses. The retail frontages should also be retained.

7.6 The City Council recognises the benefits that the new transport infrastructure will bring, and that the requirements for shopping facilities could be relaxed to accommodate some of the new infrastructure at basement level. However, the Council would need the developers to have regard to the policies. This means having the ticket halls should be located at basement level, with retail on as much of the ground floor as possible, and maximising the provision of retail at other levels. City Council officers will require information about the retail mix proposed and location of units proposed and will seek retail units to be of an appropriate size and character for the Oxford Street and Charing Cross Road frontages. The prominent position of the site on Oxford Street offers an important opportunity to provide flagship stores that improve the shopping facilities at the eastern end of Oxford Street.

**Entertainment Uses**

7.7 The criteria for considering new entertainment uses are set out in policies TACE 8-10 of the UDP. The main aim of these policies is to maintain Westminster’s position as an internationally important entertainment centre, whilst controlling the size and activities of entertainment uses in order to safeguard residential amenity. The sites are located within the West End Stress Area in the UDP where the amount of entertainment uses has reached a level of saturation, resulting in stress on local environmental quality.

7.8 If uses such as restaurants, cafes, public houses, bars and other entertainment uses above 150m², are proposed on this site, permission would only be granted under exceptional circumstances according to policy TACE4#TACE9, as the site is within a Stress Area. The Council would seek
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

to limit the impact of any entertainment uses by using conditions and section 106 planning obligations to control, for example opening hours and the character of the entertainment uses.

7.9 There are three nightclubs at basement level of the Astoria ticket hall site. The UDP does not protect nightclub uses and their replacement on the sites would also be assessed against the criteria of TACE 8-10.

**The Astoria Theatre**

7.10 The Astoria Theatre was originally built as a Cross and Blackwell pickle factory. It was converted to a cinema by E A Stone which opened 12 January 1927. It was modernised in 1956 and more extensively in 1968 when much of the plasterwork was stripped out. Seating was reduced then from 1650 to 1121. It closed in 1976 and was altered again to become a live theatre which proved unsuccessful and closed in 1984. It is now a nightclub and live music venue. As a site for a large entertainment use, although within the stress area, it is considered to be appropriate for continued use as a theatre which could also be used as a live music venue but not as a nightclub.

7.11 Policy TACE 6 applies to buildings built as, or previously used as theatres. In those very exceptional circumstances where it is necessary to redevelop a theatre, a suitable replacement theatre will be required to be provided within a stated period. The approved scheme from 1996 for redevelopment of the Astoria site provided a replacement theatre at sub-basement level, beneath the ticket hall, with seating for 250. This was secured through a section 106 agreement. The agreement also allowed for the payment of a financial contribution towards a suitable theatre group or alternative theatre development, if it was not possible to construct the theatre at an appropriate cost, or that it would be unlikely to be let to an appropriate theatre group.

7.12 In accordance with TACE 6 the Council will continue to require a replacement theatre to be provided on the site either the Astoria or Goslett Yard site. The council would require the theatre to be of a larger size than 250 seats, as it considers that a 250 seat theatre is unlikely to be viable. Applicants should seek the advice of a recognised specialist theatre planning consultant. The Council will consult widely, including the Theatre’s Trust, the Society of London Theatre and Save London’s Theatres campaign on proposals for a replacement theatre. Consultation responses will help to inform the form, size and type of replacement theatre that the Council will consider as acceptable. As an indication, the floor area that should be allocated to the theatre is a minimum of approximately 2000m².

**Employment Uses**

7.13 The predominant use of the upper floors is offices (B1). However, the character of these uses is reflective of Soho and the creative industries that have tended to agglomerate there in recent decades. The upper floors of the buildings are generally occupied by many small firms. These include several media-related companies, and there are language schools accommodated on the Astoria site.

7.14 A detailed survey of the actual users on these sites has not been carried out (i.e. whether the uses are light industrial or office uses) but the Creative Industries Special Policy Area, within which these sites are situated (see Map 4), contains the most significant concentration of light industrial floorspace in Westminster. Within this area the Council requires the retention of light industrial floorspace (COM8).

7.15 Many of the office units are likely to be less than 250m² and are thus considered as small office units. Policy COM4 seeks the retention and
provision of small offices which are less than 250m², and seeks to restrict the redevelopment of small offices within central Westminster under certain circumstances. The Council recognises that because of the importance of Crossrail as a strategic transport project, resisting the redevelopment of this site to retain the existing small offices and light industrial floorspace would not be appropriate. However, the replacement buildings should take this into account and be designed to accommodate a range of uses appropriate to the character of the Creative Industries Special Policy Area. The Council would normally seek to ensure this through a section 106 agreement. The GVA Grimley LLP and Burns and Owens Partnership Ltd report Westminster’s Creative Industries (June 2007) commissioned by Westminster City Council and the Council’s Economic Development Strategy provides useful background information about creative industries in Westminster.

7.16 The Council considers that these sites would also be appropriate for the provision of new light industrial floorspace in accordance with policies COM2 and CENT3 as part of mixed use development.

7.17 In accordance with policies CENT 3 and COM 2 the Council will require the provision of self contained on site residential accommodation equivalent to the increase in commercial floorspace proposed on both the Astoria and Goslett Yard sites. Where it is considered practical or appropriate to provide this residential accommodation on site, then the Council will seek the provision of this accommodation on another site in the vicinity.

**Hotel, Conference and related facilities**

7.18 Policy TACE 2 sets out the considerations that the City Council will look at when determining planning applications for new hotels within the CAZ and in streets which do not have a predominantly residential character. These considerations include whether there would be adverse environmental and traffic effects, and adequate provision of space for coaches and taxis.

7.19 Policy TACE 4 considers conference and related facilities in the same way, and permission will be granted for such uses where they would not have adverse effects on: residential amenity or the character and function of residential areas.

7.20 Such floorspace falls within the UDP’s definition of commercial floorspace and any increase in commercial floorspace on the site will trigger the requirements of policy CENT3 (see above). Other potential commercial uses, such as language schools, will be considered on their merits and against relevant policies in the UDP.

**Residential**

7.21 There is no residential on the site at the moment. As set out above when increases in commercial floorspace are proposed in the Central Activities Zone, equivalent levels of residential should be provided (CENT3). Therefore if the total commercial floorspace on the site increases by more than 200m², then the Council would require that 50% of the increase was residential.

7.22 It is the expectation of the City Council that the residential element required to offset the commercial increase occur on each site in the first instance. Although both sites would be suitable for residential, the Goslett Yard site could be the more appropriate location for any residential element of the development as it could provide better amenity for residents than at the St.Giles’ Circus junction. However, the relevant policy tests contained in Policies CENT 3 and COM2 will need to be met, that is, where it is clearly not appropriate or practical to provide residential accommodation on the Astoria
Crossrail: Tottenham Court Road (Eastern Ticket Hall):
/site. Alternatively the City Council will consider the provision of residential housing on another site in the immediate area where it meet the relevant policy tests contained in policies CENT 3 and COM 2 referred to above. The off site provision of housing units should yield substantial benefits in terms of the quantity and timing of the delivery of affordable housing.

7.23 At the time of writing (June 2008) the Tottenham Court Road Western Ticket Hall site is in fragmented ownership. The City Council will expect the Tottenham Court Road Eastern and Western Ticket Hall sites to be considered separately and on its own merits with regard to the provision of residential dwellings. However, should CLRL and Derwent London wish to secure the Tottenham Court Road Eastern and Western Ticket Hall sites in single ownership then it may be possible for them to bring forward proposals for a legally binding agreement to link the development and timely delivery of the 2 sites in order to satisfy the City Council’s mixed use policies.

7.24 Any residential element should include a mix of unit sizes. The UDP requirement is 33% of housing units to be family sized, with 5% of this family housing to have five or more habitable rooms (H5 – providing a range of housing sizes).

7.25 All new housing units on the site should meet the Lifetime Homes Standard. 10% of the units should be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users (H9-H8 – provision of homes for long term needs).

7.26 If 10 or more than 15 units of residential additional dwellings are provided, the affordable housing requirements under H4 – provision of affordable housing would be triggered.

Ventilation Shafts and other CLRL Equipment

7.27 Crossrail have indicated that ventilation shafts will be incorporated into the development of this site. When designing and locating ventilation shafts the impact on residential amenity should be considered, and best practical means used to limit the impact as much as possible. The relevant policies in the UDP are ENV6 Noise Pollution and ENV7 Controlling noise from plant, machinery and internal activity.

Public Toilets

7.28 As this site is a transport interchange the council will seek safe and secure public toilets, which include baby changing and feeding facilities as part of the development proposals (SOC 8).
8 Oversite Development: Design

Conservation areas and listed buildings

8.1 Map 5 shows the conservation areas and listed buildings that are located in the vicinity of the brief area within Westminster.

Map 5 - Conservation Areas and Listed Buildings
8.2 Development of the sites will need to comply with policies STRA 26-30 of the UDP, and the urban design and conservation policies set out in Chapter 10 of the Plan. In particular, policy DES 9 concerns the preservation and enhancement of conservation areas and their settings and DES 10 concerns the protection of both the fabric and setting of buildings of special architectural or historic interest. Reference should also be made to ‘Design Matters in Westminster (2001) and other supplementary guidance relevant to the design policies.

8.3 The Astoria site forms part of the Soho Conservation Area and though the site does not contain any listed buildings, in terms of townscape all the buildings fronting Oxford Street and Charing Cross Road make a positive contribution.
Crossrail: Tottenham Court Road Station (Eastern Ticket Hall):

to the character of the conservation area. The principle of demolishing the buildings on this site was accepted at the time of the last planning permission for station development on this site (permission no.94/00149/FULL). Demolition to enable the Crossrail station to be constructed will still be acceptable provided the replacement buildings are of a sufficiently high quality for this prominent and sensitive location and preserve or enhance the character and appearance of the conservation area.

8.4 The strategic importance of the site as a gateway to Oxford Street means that it is very significant in terms of townscape and any new buildings must positively enhance the character and appearance of this part of the Soho Conservation Area. Reference should be made to the relevant provisions of the adopted Soho and Chinatown. The Council is preparing a Soho Conservation Area Audit for publication in Summer (December 2005).

8.5 Both station schemes would entail the removal of the pool and fountains from the front of Centrepoint Centre Point to create the new pedestrian area and new eastern station entrance. The pool and fountain are included in the listing. The City Council would not oppose removal of the listed fountains in the context of a scheme demonstrably enhancing the public realm on the eastern side of Charing Cross Road (although London Borough of Camden is the Local Planning Authority with responsibility for Centrepoint Centre Point).

8.6 The Goslett Yard site is not also in the Soho Conservation Area and consent is not required for the demolition of the buildings on this site. However, the Council is considering extending the conservation area to include all buildings on the west side of Charing Cross Road between Cambridge Circus and Oxford Street. The proposal to extend the conservation area covers a wider area than just this site. It would be appropriate to include this site in any conservation area extension as it is not yet confirmed whether Crossrail will ever be built. Further information is available on the City Council’s website http://www.westminster.gov.uk/environment/planning/conservation/. The amended Soho Conservation Area Audit and proposed boundary alteration will be reported to the relevant Cabinet Member for decision shortly.

8.7 Any proposed changes to layout, dimensions and use of Sutton Row must take conservation area and townscape issues into account.

8.8 Policy DES1 sets out principles of urban design that the Council will expect any development on these sites to satisfy. Policy DES 4 sets out further guidance on the form and design of new buildings in a varied townscape of significant quality as appropriate for these sites.

8.9 Modern design of the highest architectural quality will be required on both sites. The design of any new building should respond to the scale, height, form and massing of the existing buildings on the site and those
adjacent in Oxford Street. The facades should be modelled to create a rhythm which reflects the existing plot width patterns, exhibit vertical and horizontal emphases and a solid: void ratio comparable to adjacent buildings. An extensively glazed façade is unlikely to be acceptable in this location.

8.118.10 The massing of the new building should not be uniform across the whole site. Modest variations in the massing are desirable to create a varied and interesting skyline. The proposed massing should include all necessary plant areas. The amount of roof level plant must be kept to a minimum and integrated into the design of the new building.

8.128.11 The Oxford Street frontage should make a positive contribution to the image of the street as an international shopping centre. It would be desirable to maintain the existing curved corner, and celebrate this architecturally, as the entrance to Oxford Street.

8.138.12 Any proposals should be accompanied by a design statement dealing with the rationale behind the proposed design and its impact on the character and appearance of the Soho Conservation Area and surrounding townscape. Accurate photo montages of the proposals in their context should be included.

Strategic Views

8.14 The entire brief area is immediately adjacent to the Parliament Hill Strategic View of the Palace of Westminster, with the north west corner of the Astoria site impinging on the viewing corridor (see map 3 in section 7.2). Development of the site will need to remain below the protected development plane to comply with policy DES 14 of the UDP. The wider setting of the viewing corridor will need to be taken into account in the development of the rest of the site. Accurate photo montage studies of the likely impact of the proposed development will be required. Further guidance is set out in the Council’s supplementary planning guidance note ‘Strategic Views in Westminster’ (1994).

Local Views

8.158.13 Policy DES 15 of the UDP resists development that would have an adverse effect upon important views of listed buildings, landmark buildings, important groups of buildings and parks, squares and gardens. The brief area is in a very prominent location at the entrance to Oxford Street and it is also located close to Soho Square and impacts on views from the Square will be carefully considered. The impact of new development on the views from all directions will be an important consideration. See Map 6 for the key local views. A view study and analysis will be expected to be lodged with any oversite development planning applications to ascertain the impacts of new development upon local views.
8.16 The Council’s policies on high buildings are set out in policy STRA 28 and DES3 of the UDP. The aim of policy STRA28 is to protect or enhance important or acknowledged views across or within Westminster, and to resist inappropriately designed or intrusively located high buildings.

8.17 Centre Point, to the east of the site, is a Grade II listed 35 storey building dating from 1966 by Richard Seifert and partners. However, surrounding buildings are of a much smaller scale, reflecting the character of this end of Oxford St and the Soho Conservation Area.

8.18 Centre Point is visible in views from much of the City of Westminster and the Council considers that it is an important landmark building that defines the eastern end of Oxford Street, both from within the City of Westminster and across London as a whole.

8.19 Policy DES15 says that permission will not be granted for developments which would have an adverse effect upon important views of listed buildings and landmark buildings. High buildings on either the Astoria or...
Goslett Yard sites are likely to have an adverse effect on views of Centre Point, and detract from its iconic design and landmark status.

8.208.18 High buildings in this location are likely to have a seriously adverse impact upon the character and appearance of the Soho conservation area (and the Denmark Street Conservation Area in Camden) (DES 9) on listed buildings and their settings (DES 10), including Centre Point and the Grade II* listed St Patrick’s Church, and upon the views (DES 15) obtained from Soho Square. These matters would be contrary to policy DES3 of the UDP. A tall building could undesirably intrude into the backdrop and views of the Grade I listed St. Giles Church in the London Borough of Camden.

8.218.19 The Council therefore considers that further high buildings at this end of Oxford Street, on either the Astoria or Goslett Yard sites, would be unacceptable in principle as it is not an appropriate location for high buildings.

Soho Square

8.228.20 Policy DES12 Parks, Gardens and Squares considers development adjacent to open spaces such as Soho Square. Any development of the planning brief site should protect and enhance views into and out of these spaces, and not project above existing trees or building lines. Development should also safeguard the appearance, wider setting and ecological value of the open space, and preserve its historic integrity.

8.238.21 Soho Square is within the safeguarding direction for Cross Rail July 2004, but is not identified as an area of Surface Interest. The Council would be opposed to any use of the gardens as part of the construction process as it would impact on the character of the square, as well as restricting the use and amenity value of the square as public open space. Soho Square is protected under the London Squares Preservation Act (1931) and development within its gardens, whether temporary or permanent, would be unacceptable.

Scale and layout

8.248.22 Given the above, development on the Astoria site should not exceed the height of the redevelopment scheme approved in 1996 (permission no.94/00149/FULL). This was the last approved Crossrail scheme and had a total height of 31m (including plant enclosure) above street level, and had a parapet height of 25m. This height, scale and layout of the development scheme was considered to provide an appropriate landmark building at the entrance to Oxford Street while not overly dominating the other buildings in this part of the street.

8.258.23 Development on the Goslett Yard site should be to a similar building height as existing in order to respect the scale of other buildings on Charing Cross Road and the adjacent conservation areas.

8.268.24 Development on both sites should keep to existing building lines. The loss of Falconberg Court in order to facilitate the development of the station would however be acceptable. Consideration needs to be given to how more space could be provided for pedestrians. Arcading of development on the Astoria site and a new pedestrian route connecting Falconberg Mews with Oxford Street to assist pedestrian dispersal may be appropriate. If arcading is proposed, measures to deter rough sleepers should be incorporated into the design. If Falconberg Mews is to be developed as a pedestrian through-route, the design will need to ensure a safe and attractive route is provided.
Designing Out Crime

The area around Tottenham Court Road station has a high rate of criminal activity associated with drugs. The Plaza element of the station redevelopment is intended to replace the hostile environment below the Centre Point forecourt and create more activity on the eastern side of Charing Cross Road which should help to create a safer environment. Improved provision for pedestrians at street level will also create more activity on this side of the street and provide safer routes at night.

Providing for public surveillance and self-policing should be a key objective of any development. This will be particularly important for the oversite development of the Astoria and Goslett Yard sites which both have poorly supervised routes to the rear which can provide opportunities for crime. A new pedestrian route to connect Falconberg Mews directly with Oxford Street could encourage more self-policing activity, but the design of the development should aim to ensure that this route is safe and attractive.

Consideration should also be given to lighting, particularly of entrances and exits. Interesting and vibrant streetscape with active ground floor uses should also encourage vitality after dark and improve pedestrian routes. This would all help to significantly reduce crime and anti-social behaviour around the entrances to the ticket hall.

The development should also be designed to meet the requirements of the Secure By Design initiative. Details of the initiative can be found in the supplementary planning guidance note ‘Designing out crime in Westminster’ (1998), and more information can be found on the Home Office website (www.securedbydesign.com).

Public Art

Policy DES 7 (A) is also relevant as it sets out the City Council’s aim to ensure the highest standards of design in all townscape details. DES 7 (A) states that the provision of public art will be encouraged in association with all large development proposals, including redevelopments. Policy DES 7 (A) also outlines the standards that are expected for any public art feature that is provided as part of a development proposal. Reference should also be made to the Council’s supplementary planning guidance note ‘Public Art in Westminster’ (1994).

The City Council encourages the provision of high quality public art and welcomes the inclusion of appropriate visual arts within development proposal schemes and will seek their provision as planning agreements through the operation of Policy STRA 6.

Archaeology

The promoters of Crossrail must properly assess and plan for the archaeological implications of the proposals so that the scheme includes appropriate archaeological safeguards in line with policy DES 11 of the UDP. Such safeguards normally consist of design measures to ensure the permanent preservation of archaeological remains in situ or, where that is not appropriate, archaeological rescue investigations in advance of development.

Supplementary Planning Guidance

Further advice is contained within the City Council’s Supplementary Planning Guidance on Design Matters in Westminster (2001), and Development and Demolition in Conservation Areas (1996) and Sustainable Buildings (2003).

53
The City Council’s Supplementary Guidance on Sustainable Buildings (2003) should also be referred to when the design of the building is being planned. This guidance provides information about how buildings can become more sustainable as well as explaining the need for sustainable buildings, the rich building heritage of Westminster and the City Council’s planning policies.

The Council will require a high standard of design in the public realm and reference should be made to the “Westminster Way”. This is the Council’s draft guidance on street furniture and the public realm.
9 Other Standards And Controls

Green Buildings, Recycling and Sustainability

9.1 The City Council will encourage the developer to take into consideration the environmental impact of their development. There is considerable potential for reducing environmental damage by improving the design of buildings, for example, by reducing carbon dioxide and particulate emissions by the application of cost-effective current technology (see The Environmental Charter for Westminster).

9.2 The City Council supports the development of environmentally friendly buildings in accordance with Policy ENV1 and the detailed requirements provided at Annex 9.1 and tables 9.2 and 9.3. In addition, a new development on the site should be aiming for a least 10% of energy requirements to be generated from on-site renewable sources.

9.29.3 The developer will be expected to use sustainable development checklists and will be advised to refer to best practice guides published by the Building Research Establishment Environmental Assessment Method (BREEAM) and the London Research Centre in preparing the planning application. The BREEAM provides a ‘green building certificate’ and can demonstrate the efficiency of energy use and in materials and methods of construction. The City Council supports the development of environmentally friendly buildings in accordance with Policy ENV1 of the UDP.

9.39.4 In addition to this, the City Council has produced Supplementary Planning Guidance on ‘Sustainable Buildings’ (2003) in Westminster. The advice contained within this guidance will be a material consideration in the consideration of any subsequent planning application.

9.49.5 The City Council encourages the minimisation of waste and re-use and recycling of waste materials, and will expect appropriate provision to be made for the storage of materials for recycling as well as for refuse collection (off street and within buildings).

Code of Construction Practice

9.6 The City Council’s Code of Construction Practice defines environmental standards and outlines procedures pertaining to construction works. It was recently updated in April 2008. The City Council will require developers of the over site development works to carry out any demolition and construction works in accordance with the City Council’s Code of Construction Practice in order to deal with the impact of construction on the amenity of surrounding residents and the environment the City Council has devised the Code of Construction Practice for developers. The City Council’s Code of Construction Practice is intended to define environmental standards and outline procedures pertaining to construction works. It covers the environmental public health and safety aspects affecting the interests of local residents, businesses, the general public and the surroundings in the vicinity of the proposed construction sites.

9.49.7 Activities and impacts covered by the Code include site set-up and servicing arrangements, management of construction traffic and highway works, site management, public safety, noise and vibration, hours of working, dust and air pollution, land contamination, waste disposal and protection of water quality and urban ecology. Its purpose is to protect the amenity of residents, businesses and visitors to our City.
9.8 The Code is intended to clarify for the developers and their contractors their responsibilities and requirements, as well as providing assurances to residents and others about the standards that they can expect during construction. It will be important that the City Council will seek to minimise the disruption to local residents, businesses, traffic and pedestrians in immediate vicinity and the surrounding areas of the construction site. Developers would therefore be expected to carry out any demolition and construction work in accordance with the City Council’s Code of Construction Practice to ensure any disruption is kept to the minimum.

9.9 A site specific code of construction practice would be written for each development with the primary concept being to protect residential amenity. The phasing of works would also need to be carefully considered, particularly in respect of the various developments taking place in the area, and developers would be expected to discuss their phasing programmes at an early stage.

9.10 Funding towards the actual cost of monitoring and enforcing the Code is mandatory. This is undertaken by using the Council’s Environmental Inspectorate to monitor the work will also be required (Policies ENV 5-6).

9.11 CLRLL has prepared their own Construction Code which is set out in Annex 1 to the Environment Minimum Requirements document which would apply to the Crossrail works only. These works would include the ticket hall and related entrances, and other rail relating infrastructure at the site such as emergency exits and ventilation shafts as authorised under the Crossrail Act (should it receive Royal Assent). The Secretary of State will require the Nominated Undertaker to achieve the Environment Minimum Requirements, including the Construction Code, in designing and constructing the Crossrail works. CLRLL have advised that they would have their own code of construction practice which should apply to the non-operational development as well as the Crossrail operational works. However, the City Council has had experience of the level of control provided through the Parliamentary Process when the Jubilee Line Extension was approved and found it not altogether satisfactory. The City Council therefore would prefer CLRLL to use a modified version of its own code.
10 Planning Benefits

10.1 The City Council expects the developer of the site to conform to the Westminster City Council’s Code of Construction Practice.

10.2 In addition to the other policy requirements set out in this brief, the City Council may seek to use conditions on any grant of planning permission or may use its powers under Section 106 of the Town and Country Planning Act (1990) to require the following matters to be covered by planning obligations:

- Redesign of St Giles Circus;
- Highway and footway (public realm) works, including to deal with the impact of the new Crossrail / Plaza ticket halls, and payment for ORB public realm implementation on Oxford Street;
- Environmental improvements, such as Sutton Row, Falconberg Court and the Centrepoint forecourt (in Camden);
- Public Art;
- City management measures, including contributions to CCTV and other measures that address community safety and the impact of entertainment uses; and
- Timing and securing of any affordable housing provision provided as part of residential elements of the development.

10.3 Reference should be made to the Council’s draft Supplementary Planning Guidance note on planning obligations (Adopted January 2003) and policy STRA 7 of the UDP.
## Contacts and Further Information

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Overview of Timescales

**SHORT TERM (2005 to 2007/2009) - PLANNING**

- Agreed Area Planning Framework and 3 planning briefs for sites in Camden
- Agreed planning briefs for 4 Crossrail sites in Westminster
- Agreed long term design solution for St Giles Circus (Westminster/Camden/TfL)
- Negotiation with CLRLL and/or LU on Crossrail and/or Station Upgrade proposals and oversite developments, including Hybrid Bill (2008/09) and/or Transport and Works Act and planning applications (2004/05)
- Planning for construction of Crossrail (impacts on pedestrians, buses, other traffic etc.)
- Advance works for Crossrail – statutory undertakers diversions (2008)
- Planning applications on key development sites in Camden, and possible start of construction
- New West End Company (NWEC) NWEC Business Improvement District BID up and running in operation
- Funding mechanism for public realm improvements IF not delivered as part of Crossrail/Station upgrade projects (e.g. Borough Spending Plan bids to TfL)


- Construction of Crossrail Line 1 (and LU Station Upgrade) – 5 years, plus major pre-contract service diversions
- Oversite developments at Crossrail sites – 2/3 years after Crossrail completed
- Other development sites in Westminster (e.g. Rathbone Place) and Camden
- ORB (NWEC) Projects

**LONG TERM (2012/2014 to 2015/2016) – PUBLIC REALM IMPROVEMENTS**

- Implementation of new layout for St Giles Circus public realm and highways
- Opening of new Tottenham Court Rd LUL Station (and Crossrail station)
- Implementation of Oxford St East improvements
- Oxford Street Transit implementation?
APPENDIX 1
Assurances and undertakings from the Promoter in respect of the impact of the Crossrail proposals on the City

Introduction
The Promoter has, in response to petitions made by the City Council and others on Bond Street Ticket Hall Station and the surrounding areas, made these assurances in response to the City Council's petitions to the Houses. On the other hand, the construction of Crossrail will be governed by the Information Papers which will form part of the Register of Undertakings and Assurances, as well as the Environmental Minimum Requirements (EMRs) and comprises:

1. General Principles.
2. The Construction Code.
3. The Planning & Heritage Memorandum.
4. The Environmental Memorandum.

This will provide controls which contractors and others working to build the railway will work under and is being developed by Cross London Rail Links with the Local Authorities and Statutory Agencies. It will be finalised before the Crossrail Bill receives Royal Assent.

The controls contained in the EMRs along with powers contained in the Act and the Undertakings given by the Secretary of State will ensure that impacts which have been assessed in the Environmental Statement (ES) will not be exceeded, unless any new impact or impacts in excess of those assessed in the ES.

Following negotiations the Construction Code now contains a set of general principles which contain a number of specific obligations that deal with many of the concerns raised in the City Council's petition's on the Bill. Below are the assurances given to the Tottenham Court Road ticket hall site and the surrounding area in addition to the protection already given by the EMR and the relevant Information Papers prepared by Crossrail.

Groundborne noise and vibration

Groundborne noise and vibration – design criteria

“In the case of building lawfully used as reference libraries, sound recording studios, courts, lecture theatre, auditoria, theatres, hospitals, laboratories, churches, colleges, schools, the use of which is particularly sensitive to noise or vibration, either the same or more stringent assessment criteria were adopted. The thresholds of significance used to assess the groundborne noise impacts of Crossrail are presented in Table 1 of CLRL's Register of Undertakings and Assurances. These criteria will be adopted as the performance specification for the railway as the detailed design is developed.”

Groundborne noise and vibration - temporary construction railway

“The nominated undertaker will endeavour to ensure that the groundborne noise from the operation of the temporary construction railway that is experienced by any theatre, large auditorium/concert hall, studio, place of meeting for religious worship, court, lecture theatre or small auditorium/hall, does not exceed the levels to which it is already subject by the presence of London Underground, other railway and road transport operations, or the levels
listed in Table 1 of CLRL’s Register of Undertakings and Assurances, whichever is the higher noise level, during the periods for which the buildings are in use.”

Environmental Improvements

Tottenham Court Road - Cumulative environmental impact

“Where possible, CLRL will seek to work with developers to accommodate their proposals and to minimise any cumulative environmental impacts.”

Traffic management

Route 8 – Traffic Liaison Group

“The Promoter will require the nominated undertaker to provide advanced notice of the commencement of the works to enable the matter to be considered by the local Traffic Liaison Group (as described in response to the petitioner’s paragraph 21) and the required measures to be put in place.”

Soho Square - traffic impact and worksite

“The Promoter can confirm that Soho Square Gardens will not be used as a worksite to facilitate the construction of Crossrail.”

Tottenham Court Road traffic impact during construction

“In addition to the Traffic Liaison Group, the Promoter will establish a Pedestrian Working Group for the Tottenham Court Road area to maintain communications between the Crossrail project and other key stakeholders in order to plan and review, where reasonably practicable, pedestrian management arrangements including issues of public safety and security, legibility, provision for bus stops, maintaining local access and requirements for servicing. The Group will facilitate discussion, comment and agreement on all matters related to pedestrians impacted by the Tottenham Court Road work both in the immediate vicinity and in the wider area.”

Miscellaneous

Status of Planning Briefs

“The Promoter confirmed that CLRL will take the City Council’s view on all relevant matters into account.

The Nominated Undertaker will have regard to the provisions of the Planning Briefs, where they are relevant, when preparing technical submissions to the Council under the Bill in relation to Crossrail works (including applications and submissions under the heritage deeds and Schedule 7 to the Bill), save that –

- In relation to submissions under Schedule 7 to the Bill, this only applies so far as those provisions are relevant to the permitted grounds of refusal with respect to the matters in question.

- The provisions only apply so far as, upon consulting with Cross London Rail Links Limited (or other similar or replacement body concerned with Crossrail) in connection...
with the briefs, the Council has properly had regard to any observations or concerns expressed to it with respect to their contents so far as relevant to Crossrail.

- The provisions do not apply to applications under conditions imposed by a direction under paragraph 2 of Schedule 16 to the Crossrail Bill with respect to the replacement concrete batching plant at Paddington New Yard.

For the purpose of this assurance “the Planning Briefs” means the planning briefs (at present in draft) for –

a) Paddington New Yard
b) Paddington Station and Environs
c) Davies Street
d) Hanover Square
e) Dean Street
f) Tottenham Court Road
APPENDIX 2

Draft Sustainability Appraisal

Crossrail: Tottenham Court Road (Eastern Ticket Hall): 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site

Draft Planning Brief
1. Introduction

1.1 This report comprises a draft sustainability appraisal of the Crossrail: Tottenham Court Road (Eastern Ticket Hall) 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site draft planning brief.

1.2 The purpose of the draft planning brief is to set out the City of Westminster’s planning considerations relating to the potential redevelopment of 1-23, Oxford Street, 1-6, Falconberg Court, 157-165, Charing Cross Road, including the Astoria Theatre, 135-155, Charing Cross Road and 12 Sutton Row by Cross London Rail Links Limited for railway related infrastructure and for over site development. On 16th June 2008 the Planning Sub-Committee (Planning Briefs and Local Development Framework) approved the draft planning brief and this draft sustainability appraisal for the purpose of public consultation. It is intended for the brief to become adopted as a Supplementary Planning Document (SPD).

1.3 By undertaking a sustainability appraisal the City Council has been able to assess the options set out in the draft planning brief for their likely economic, environmental and social impacts and their consequential influence on the achievement of sustainable development. The purpose of the appraisal is to ensure that the provisions set out in the draft planning brief assist in the aim of achieving sustainable development. It is important for the City Council (as well as a statutory requirement) that future change and development is sustainable and avoids or minimises negative impacts on the environment.

1.4 This sustainability appraisal fulfils the requirements set out in the Planning and Compulsory Purchase Act 2004 and incorporates requirements for Strategic Environmental Assessment as set out in the Environmental Assessment of Plans and Programmes Regulations 2004. The appraisal complies with Planning Policy Statement 12 (PPS 12) and the Strategic Environment Assessment Directive, and is based on the methodology set out in the Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (ODPM, November 2005).

2. Policy Context - Westminster’s Local Development Framework

2.1 Westminster City Council is drawing up a new plan to guide future development in Westminster. The new plan is called the Local Development Framework (LDF). It will be made up of a portfolio of planning documents that together will set out the planning policies for Westminster. The most important of these is the Core Strategy. This will contain the overall planning vision and strategic policies for the City. The other planning documents will flow from it, and will contain more detailed policies and proposals to implement its strategy.

2.2 The current development plan for Westminster is the Unitary Development Plan (UDP). It was adopted in January 2007 and will remain in force until it is superseded by the Core Strategy and other Development Plan Documents that form part of the LDF.

2.3 The Crossrail: Tottenham Court Road (Eastern Ticket Hall) 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site draft planning brief provides a site specific supplement to the provisions of the City of Westminster Unitary Development Plan (UDP), (Adopted 2007), and sets
out the matters which would be required to be addressed in a planning application for the redevelopment of the site. The draft planning brief has been developed so as to be consistent with the emerging Core Strategy and has been prepared in line with the process for preparing LDF Supplementary Planning Documents.

3. Approach to Sustainability Appraisal

3.1 An initial sustainability appraisal of the issues and options for the City of Westminster’s LDF Core Strategy has already been undertaken. The first stage in the appraisal process was the production of a Scoping Report. The Scoping Report sets out the context and baseline information in order to provide a starting point from which to appraise the effects of implementing the LDF. To provide a sound base for analysis the report identified relevant plans and strategies, programmes, key sustainability issues and problems, and set out a detailed sustainability framework through which the appraisal of the LDF can take place. Westminster’s Draft Sustainability Appraisal Scoping Report was made available for consultation in April 2007. It can be downloaded from the City Council’s website.

3.2 The LDF Core Strategy will contain the overall planning vision and strategic policies for the City, and therefore acts as the principal plan for which development proposals will be assessed against. On this basis the sustainability framework developed through the Scoping Report on the Core Strategy will become common to all Development Plan Documents and Supplementary Planning Documents, including the Planning Brief for the Crossrail: Tottenham Court Road (Eastern Ticket Hall) 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site.

3.3 The initial sustainability issues identified in the Scoping Report are (in summary):
- Increasing pressure on the natural and built environment – air quality, open space, biodiversity, historic buildings and sites;
- Waste and recycling;
- Road transport and congestion and need for better provision for pedestrians and cyclists;
- Noise and its impact upon human health;
- Climate change; climate change adaptation;
- Sustainable building policies;
- Supply of appropriate housing type and tenure;
- The creation of sustainable, cohesive and inclusive communities; and
- Maintaining economic diversity and improve local opportunities.

3.4 The Scoping Report identifies 17 sustainability objectives which provide a framework for assessing Development Plan Documents and Supplementary Planning Documents:

1. To create cohesive, inclusive and safe communities with appropriate levels of social and community facilities.
2. To reduce the fear of crime and actual crime.
3. To ensure the provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family-sized units.
4. To promote and improve health and well-being.
5. To reduce greenhouse gas emissions and support climate change adaptation.
6. To require the application of sustainable design and construction in all new developments and refurbishment of existing buildings.
7. To a) minimise flood risk and promote sustainable urban drainage and b) protect surface and ground water quality.
8. To protect, enhance and create environments that encourage and support biodiversity.
9. To improve air quality.
10. To reduce noise and the impact of noise.
11. To reduce the need to travel; the use of private motorised vehicular transport, as well as encourage walking, cycling and the use of public transport.
12. To reduce waste production and increase recycling, recovery and re-use of all waste.
13. To protect and enhance the historic environment and architectural, archaeological and cultural heritage.
14. To enhance the public realm and street environment.
15. To protect, enhance, and seek opportunities to increase, open space throughout the City.
16. To ensure equality of opportunity and improve opportunities for education, training and employment.
17. To maintain economic diversity, increase local opportunity and support sustainable economic growth.

3.5 The policy assumptions set out in the draft planning brief have been appraised against each of the 17 sustainability indicators, tabled 1 to 17 in a central column in the table attached. The results are expressed as follows:

+ denotes a broadly positive effect
- denotes a broadly negative effect
= denotes an uncertain effect, or perhaps a combination of positive and negative effects
=+/− uncertain, but perhaps becoming more positive over time

These are intended to be indicative only of possible overall cumulative effects. Following consideration of the results aggregated, an overall “score” is given in the three boxes labelled economic, social and environmental beneath the narrative. Again, these results represent a broad indication only.

3.6 The results of the assessment against this framework are set out in the next section 4 of this report.
4. **Sustainability Appraisal Matrix of the Crossrail:** Tottenham Court Road (Eastern Ticket Hall) 1-23, Oxford Street, 1-6, Falconberg Court, and 157-165, Charing Cross Road, including the Astoria Theatre – the Astoria site, and 135-155, Charing Cross Road and 12, Sutton Row - the Goslett Yard site draft planning brief Draft Planning Brief

<table>
<thead>
<tr>
<th>Relationship to WCC Sustainability objectives</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective summarised</td>
<td></td>
</tr>
<tr>
<td>1. cohesive, safe communities</td>
<td>+</td>
</tr>
<tr>
<td>2. reduce crime/ fear</td>
<td>+</td>
</tr>
<tr>
<td>3. housing types</td>
<td>+</td>
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<tr>
<td>4. health and well-being</td>
<td>+</td>
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<tr>
<td>5. climate change</td>
<td>=/+</td>
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<tr>
<td>6. sustainable design</td>
<td>+</td>
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<tr>
<td>7. flood risk and water quality</td>
<td>=/+</td>
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<td>8. biodiversity</td>
<td>=/+</td>
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<td>9. air quality</td>
<td>=/+</td>
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<tr>
<td>10. noise</td>
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<tr>
<td>11. reduce travel</td>
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<tr>
<td>15. open space</td>
<td>+</td>
</tr>
<tr>
<td>16. equality of opportunity</td>
<td>+</td>
</tr>
</tbody>
</table>

**Commentary**

The draft planning brief site comprises two sites on Oxford Street and Charing Cross Road namely 1-23 Oxford Street 1-6, Falconberg Court and 157-165 Charing Cross Road, including the Astoria Theatre and 135-155 Charing Cross Road and 12 Sutton Row. Cross London Rail Links Limited propose to demolish all of the buildings on the site. Once cleared, the site would be used as a worksite for the construction of the proposed Crossrail Tottenham Court Road Station. It is proposed that part of the sites will be used for the Station entrance and other associated Crossrail infrastructure. The remainder of the site not required for Crossrail purposes will be occupied by an oversite development scheme. The draft planning brief supports the Crossrail scheme as it would provide a major new railway service for London and the demolition and construction of new buildings on the planning brief site will facilitate the Crossrail scheme which would support sustainability objectives 5, 9, 11, 16 and 17. The remainder of the cleared sites not require for Crossrail or London Underground infrastructure will be developed as part of a commercial oversite development scheme. The existing buildings on the sites range from the late nineteenth century to the comparatively modern. Accordingly they were not designed with sustainable development principles in mind. The brief requires high standards of sustainability in design and
local and stakeholder consultation and assist the planning application and development processes to meet Council’s policies and local needs.

| 17. economic diversity and growth | + | construction with reference to relevant UDP policy and City Council Supplementary Planning Guidance. It is envisaged therefore that there will be likely environmental benefits arising from design and operation of the buildings and energy consumption. The draft planning brief also contains detailed design provisions which will result in energy savings in the operation of the new buildings. Energy efficient buildings may also help to mitigate the environmental impacts arising from the demolition and construction of the new buildings such as negative impacts on air quality, noise, biodiversity, climate change. The redevelopment of the planning brief sites would have a negative impact on cultural heritage as the site is located within the Soho Conservation Area and all the buildings fronting Oxford Street and Charing Cross Road make a positive contribution to the character of the conservation area. As part of the demolition required for the Crossrail construction, the Astoria Theatre building will be demolished, however, it is expected to be replaced as part of a new scheme as the draft planning brief requires it to be replaced. The brief encourages the improvement of the existing public realm around each site in order to improve pedestrian access to the Crossrail station entrances. |

**Overall assessment**

| Social | + | Economic | + | Environmental | +/− |
5. Conclusions

5.1 The sustainability appraisal shows that there are unavoidable tensions between policy objectives and sustainability objectives. It will be impossible to avoid negative environmental impacts during the redevelopment of the site. However, measures can be taken to reduce the impacts by ensuring that new development achieves an excellent BREEAM standard; incorporates renewable energy wherever practicable and minimises carbon emissions.

5.2 The existing buildings on the site are proposed to be demolished and replaced as a consequence of the need for the station entrance, associated rail infrastructure and construction requirements of the Crossrail scheme. There is a significant potential environmental benefit arising through the operation of the Crossrail rail service which will greatly improve underground rail transport in central London. This is likely to bring significant environmental, social and economic benefits to London.

5.3 The draft sustainability appraisal concludes that the social impacts of new development on the sites addressed in the planning brief will be broadly positive. The draft brief suggests design principles to design out opportunities for crime which will provide a safer urban environment in the vicinity of the building. The impact on communities arising from new development is regarded to be neutral.

5.4 The environmental impacts of the draft planning brief is uncertain, as the demolition of the existing buildings on the site and the construction of replacement buildings will have an uncertain but potentially positive impact over time as any replacement buildings will be designed and constructed to meet the environmental / sustainability standards contained in the City Council’s UDP and Supplementary Planning Guidance. A significant negative impact would be proposal by Cross London Rail Links to demolish the Grade II listed building and the Unlisted Buildings of Merit on the site.

5.5 The draft sustainability appraisal does conclude that the development on the sites addressed in the planning brief will have a broadly positive economic impact and the construction of the Crossrail service will assist in improving equality of opportunity as it will improve access to central London employment, training and educational opportunities. As part of the demolition required for the Crossrail works, the Astoria Theatre building will be demolished, however, the draft planning brief requires it to be replaced and propose that it be replaced as part of a new development scheme.

5.6 It should be noted that CLRL have undertaken Environmental Assessments of all their proposals and that these are available in the internet at the following address http://bilddocuments.co.uk/.

6. Next stages

6.1 Views and comments are sought as part of the consultation process on this sustainability appraisal to identify how the brief can be strengthened to ensure that it leads to more sustainable development on site.

6.2 Following consultation on the draft planning brief and on this associated Initial Sustainability Appraisal, the responses will be reported back to the Planning Sub-Committee (Planning Briefs and Local Development Framework) along with any necessary amendments to the brief. Approval will be sought from
this committee to adopt the brief as a Supplementary Planning Document (SPD).
APPENDIX 13 - Draft Plans of Station Provided by Crossrail