

PIMLICO NEIGHBOURHOOD PLAN

2019-2040



Pre-Submission Consultation
(Regulation 14) Version

30 July 2019

Chapter 1 : INTRODUCTION

"Finally, the forgotten segment of Central London, Westminster-behind-the Abbey: the well-built, dull, regular streets of Pimlico, where after five years' residence you may still not be able to find your way home..."

Ian Nairn in 'Nairn's London', 1966

"An oasis of sanity in a mad world..."

Anonymous Pimlico resident, 2017



INTRODUCTION

- 1 Neighbourhood Plans were introduced by the Localism Act 2011 to enable communities to have a say in the development of their areas. Our Forum was established in September 2016 and a Steering Group elected to take forward the development of a Neighbourhood Plan. The Forum is a member organisation open to any residents or representative of businesses in the area and any Councillors for our area. We currently have some 220 members.
- 2 When made, a Neighbourhood Plan becomes part of Westminster's Local Plan. It sits alongside National Planning policies and Westminster's other policies. The policies contained within this Neighbourhood Plan are specific to our area and will be used by Westminster City Council when it determines planning applications.
- 3 The Steering Group has worked with the many resident associations in our area, the major social landlords and not least the members of the Forum in developing its thinking for the plan. Before it is adopted, however, it will be subject to a referendum of residents as to whether it should be adopted or not and needs to be passed by a majority of those voting.
- 4 The Steering Group has developed a vision for the area and in response to earlier stages of consultation with local residents has now developed detailed policies to help deliver that vision. We now need your views on those detailed policies and will respond to these in finalising, with the Council, the plan that will be put to a referendum. The plan is intended to cover the same timescale as the Westminster City Plan i.e. to 2040. Subject to its re-designation, the Forum intends to review its plan at 5 yearly intervals, subject to any critical emerging issues.

HISTORICAL BACKGROUND

- 5 Pimlico is a distinct and predominantly residential area without any major destination sites near the major communications interchange of Victoria. Despite its location only a short walk from, for example, Parliament Square or Piccadilly, it remains something of a backwater. Little through traffic crosses the central core. The coming of the railway in the 1850s severed it from the more fashionable West End. In a city famously made up of villages, many of which retain their historic core and character, Pimlico is, like Belgravia, unusual in being a planned development, the architecture of which remains relatively homogeneous. Not all of Pimlico dates from the mid-19th-century development by Thomas Cubitt, but the predominant impression is of long

LEFT: Cambridge Street.

TIMELINE

SEPTEMBER 2016 **The first meeting of Pimlico Neighbourhood Forum (PNF)**

EARLY 2017 **Consultation with residents' groups**

MARCH 2017 **Meeting of PNF and AGM to agree Vision**

NOVEMBER 2017 **Exhibition events in Pimlico**



APRIL 2018 **Meeting of PNF and AGM**

DECEMBER 2018 **Westminster informal City Plan consultation and Forum response**

MAY 2019 **Meeting of PNF and AGM**

JUNE 2019 **Westminster formal City Plan consultation**

JULY 2019 **Reg 14 consultation starts for Pimlico Neighbourhood Plan 2019-2040**

LATE 2019/EARLY 2020 **PNF Submits Reg 16 Plan to Westminster**

SPRING 2020 **Plan goes to independent examination**

SUMMER 2020 **Referendum**

2040

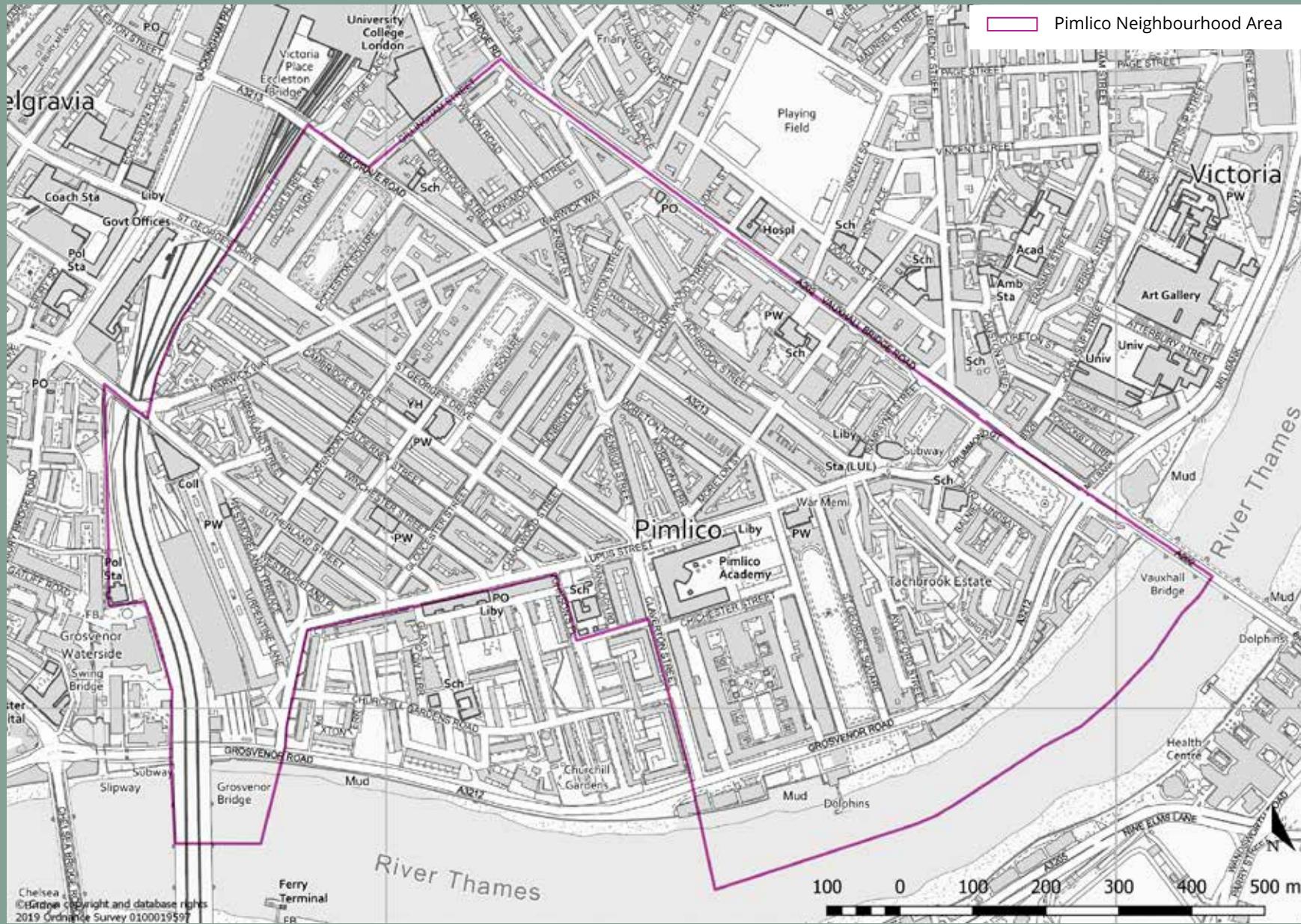


avenues and terraces built of London stock brick, with stucco fronts, sash windows and balconies. Only a few buildings rise higher than those of the squares.

- 6 Although Pimlico was never actually a village, the word residents most frequently use to describe it is 'village-y'. They enjoy the sense of 'neighbourliness', reinforced by a street market and a wide offering of local shops, restaurants and pubs. In a film made in 1970, the architectural commentator Ian Nairn described the 'mixture of people and uses and attitudes and temperaments' that co-existed within Pimlico. His analysis remains good.
- 7 Until the middle of the 19th century, Pimlico was undeveloped, with little here except market gardens. A canal had been built in the 1720s, and this would become a decisive factor in the area's 19th century development, since it dictated the line of the railway. The canal basin became the site of Victoria Station.
- 8 The railway provides Pimlico with one boundary. The others are Vauxhall Bridge Road, built to serve the bridge that was opened in 1816, and the River Thames.
- 9 Pimlico began to take on its present character in the mid-1820s when Thomas Cubitt, the great master builder and entrepreneur, started to assemble land here as a development site. Hundreds of barge loads of rubble were emptied onto the marshy ground to raise the level. Onto this blank canvas Cubitt imposed a grid of streets, somewhat skewed to take into account existing thoroughfares such as Warwick Way and Lupus Street, with one broad curving street (Tachbrook Street) that followed the line of the King's Scholars Pond Sewer. There were three squares – Eccleston Square, Warwick Square and St George's Square.
- 10 Architecturally, Cubitt dictated a style similar to that of late-Georgian developments, although the houses are somewhat larger. Few houses have gardens of any size – many only have yards. This puts a premium on open space.
- 11 The rectangularity of Cubitt's layout created long vistas. Although small variations exist in the decoration, reflecting the participation of small builders working to Cubitt's masterplan, the overwhelming impression is of uniformity, with repetition of similar architectural elements such as door cases and window surrounds.
- 12 Pimlico was intended to be a middle class version of Belgravia. There was a hierarchy of scale, reflecting the social character of the streets. The most expensive accommodation was in the squares; these were originally five storey buildings with a basement, as were

LEFT:

Thomas Cubitt statue at the junction of Denbigh Street and St George's Drive.



LEFT:
Map 1 – Pimlico
Neighbourhood area

TOP LEFT TO
BOTTOM RIGHT:
Lillington Gardens.
Cambridge Street.
Peabody Estate.
Sussex Street.



the principal streets. The smaller, less fashionable streets were only three storeys and a basement. Roofs were concealed behind parapets and the parapet line was continuous from one end of a terrace to the other. Since the Second World War, many properties have been increased in size by the addition of roof extensions, generally of mansard type, whether to enlarge a family home or create more space for flats. The Cubitt Works, the depot where materials were stored before distribution and architectural decoration was mass produced, later became the site of Dolphin Square (1935-37). The railway came just as Pimlico's development was coming to completion. Victoria Station (originally the Grosvenor Terminus with two stations serving different lines) opened in 1860.

WORKERS' HOUSING

- 13 Whilst the tone of Cubitt's Pimlico was 'genteel', Victorian London was also in need of workers' housing to replace the slums. One of the earliest social housing estates was Peabody Avenue, built in 1868. This occupies a site between the Westmoreland Triangle and the railway.
- 14 Subsequent developments in Pimlico are largely on the former sites of light industry near the River Thames or the railway as these activities ceased and were replaced by residential or commercial buildings.

INTER-WAR YEARS

- 15 Otherwise Pimlico remained largely unchanged until 1914. During the First World War, Victoria Station, serving the Channel ports, was crowded with soldiers travelling to and from the Front. In other respects the conflict made little difference to the fabric of Pimlico, the lesser streets of which were already in decline, although some of the grander houses were used as nursing homes for soldiers returning from the Front.
- 16 The Tachbrook Estate of 1931-5 was developed by the Westminster Housing Association on the site of Edward Colt's Revolving Gun factory they were the first working class flats to be served by electric lifts. The estate consists of 7-storey blocks with gardens in between. Designed by F Milton Harvey, the estate lies between St George's Square and Vauxhall Bridge Road and is not generally visible from the rest of Pimlico.
- 17 Dolphin Square, designed by Gordon Jeeves, was built between 1935-7 on the site of Cubitt's Yard and the Royal Army Clothing Depot. It was the largest single building of flats in Europe at the time (comprising some 1200 flats), complete with shops, a restaurant and a sports centre. It is built of red brick with cross banding of grey stone with large arched entrances facing Grosvenor Road. Despite being 9 storeys tall, it does



LEFT:
Cask Pub in
Lillington Gardens
drawing by
Andrew Cadey.

not dominate views from the rest of Pimlico, partly because it is not visible from St George's Square (the east and west façades are not materially taller than the Victorian buildings in the square) and partly because the height of the northern facade does not fill the sky when seen from St George's Drive and parallel roads.

POST SECOND WORLD WAR

- 18 Given its central location and proximity to the railway, it is unsurprising that Pimlico suffered significant bomb damage in World War 2. Steps were quickly taken to build on bomb damaged sites once the war ended, but the housing stock was in poor condition. The Grosvenor Estate, which was a major landowner, did not invest in Pimlico to the same degree as its Belgravia holdings.
- 19 The Grosvenor Estate sold its share of Pimlico in the 1950s. Most of it was broken up amongst small landlords and individual residents. This eventually allowed for a process of gentrification to take place, with homeowners investing their own money to improve run-down houses and flats. It has meant, though, that what had been intended to be a rather unified streetscape has become somewhat fragmented; there is not the attention to the public realm that distinguishes Belgravia.
- 20 Bombing had knocked holes in some of Pimlico's already decaying terraces. This exacerbated the need for modern housing. Russell House, built on the site of a 1940 bomb strike in Cambridge Street, is a brick 9 storey-high building with neo-Georgian detailing and the familiar interwar style of set-back balconies. Although it is certainly of a contrasting style it has not broken up the area to a significant extent as it is well set back and not very visible from afar.
- 21 The Churchill Gardens estate designed by Powell and Moya was the result of a competition run by Westminster Council under its Town Clerk, Parker Morris, and was highly influential. It lies outside the Forum area and we have worked with its own Neighbourhood Forum in developing this plan.
- 22 The Abbots Manor Estate is built on both sides of Warwick Way on a bomb strike site in September 1940 which resulted in the destruction of Sutherland Terrace. It mixes 6-storey housing of 1952-5 with a tower block (Glastonbury House) and other buildings of 1964-69. Both estates are very largely unaltered and (aside from Glastonbury House) are of a scale sympathetic to the Cubitt estate.
- 23 Other infill/bomb damage sites are of smaller scale terraces in the historic area.

TOP TO BOTTOM RIGHT:
Dolphin Square.
Sussex Street.
Guerilla gardening in Alderney Street.



- 24 Lillington Gardens between Tachbrook Street and Vauxhall Bridge Road was built in 3 phases between 1964-72 on the site of terraced houses and warehouses. It comprises flats with some shops and pubs at street level. It is regarded as a model of how low-rise developments can achieve comparable densities to high-rise or slab blocks. It has highly intricate internal planning and is built of a rather dark brown brick. The internal landscaping and courtyards are particularly successful with a collegiate feel that is visible from the through streets which follow the historic pattern. It surrounds and was clearly influenced in its choice of palette by GE Street's St James the Less of 1860.
 - 25 Longmoore Gardens is by Westminster City Council architects and slightly later (finished 1980). It comprises three blocks around a courtyard garden with a very similar palette but a tiled and pitched roof.
 - 26 A small number of infill buildings in the area between Vauxhall Bridge Road and Tachbrook Street have been developed and are of a similar dark brick colour and of a respectful height and form.
 - 27 The riverside south of Grosvenor Road has been developed with low-rise small scale housing which permits access to the riverside path. The best of these schemes is Crown Reach by Nicholas Lacey and Maguire and Murray.
- Of residents aged 30+, there are 2,500 aged 30-44, 5,100 aged 45-59, 3,100 aged 60-64, 900 aged 65-74 and 1,300 over 75.
- 31 Between 2001 and 2011, the number of households increased by 18% and the number of residents by 21%, with very little increase in the number of buildings. Since 2011, the population increase has been about 10%. These increases are consistent with a growing private rented sector and have been achieved with almost no changes to social infrastructure (public parks, cultural and leisure facilities, public realm including pavement space), building or business services. The increases are very significant and have informed our strategic priorities for our area.
 - 32 Comparison of the 2001 and 2011 censuses shows that families with young children leave our area as they grow older. Trigger points are when children reach 5 and 11. Families aged 65 or older also choose to leave the area. The housing needs of families and older people that would trigger these choices were reported to us informally during our discussions with residents' groups. There is also an exit of people around the age of 30. These issues are consistent with the small proportion of family-sized properties.
 - 33 There are very high levels of employment that equate to the population in the bands to 25-65. Almost everyone of post-education age is in work to some extent, whatever their tenure.

WHO LIVES IN PIMLICO NOW?

- 28 To help us think about planning for Pimlico, we commissioned an analysis using the 2011 and 2001 censuses. Together with more up-to-date reports by the Council, these paint a very clear picture of who is living in Pimlico and recent changes.
- 29 As at the 2011 census there are some 9,500 households, of which:
 - 8,700 are in flats and 800 in houses
 - 80% of properties (7,700) have two bedrooms or fewer and 47% are 1 bedroom or fewer
 - Some 2,900 properties are occupied by the owner and a similar number are rented from social landlords (mostly Housing Associations, but with Westminster City Council owning about one-third)
 - Some 3,600 homes are rented privately
- 30 At the same date there were about 17,500 usual residents:
 - About 12% of residents (some 2,400) are aged 20 or younger, and the number of children/younger persons in each age band decreases as they grow older, but the populations in each year band increase after the age of 20, until the age of 30 (some 2,500 residents being in their twenties),

DEVELOPING A VISION

- 34 Our early discussions with residents and officers revealed a consistent set of features of the area that were valued, as well as concerns about the future of our the area.
- 35 When we asked people what they liked about Pimlico, they almost universally replied that they liked the 'village' and the fact that it is quiet compared with the surrounding areas, with a large proportion of historic architecture that is lower in height than that of Victoria and developments on the south of the river. People liked the gardens, parks and green spaces. They want them protected and ideally would like more. They appreciate the lack of traffic on most streets and would like through traffic reduced if possible. One respondent said we were lucky to live in an 'oasis of sanity in a mad world'. The historic nature of much of Pimlico and its humane scale are also much appreciated.
- 36 The mix and independent nature of local shops are valued, as is the market, but a better range of shops (and perhaps less street food dominating the market) would be a good thing, although we recognised that the range and success of shops depend on many factors beyond the control of planning policy.

- 37 There are concerns about infrastructure maintenance: waste collection, drains and sewers, pavement and road maintenance and repair, street and garden tree pruning and the condition of some of the Housing Association street properties.
- 38 For the future, people pondered the needs of electric car charging points, the potential relocation of Victoria Coach Station – thought to be a good thing – and facilities for the elderly, but were mainly concerned to maintain the good features and avoid excessively high developments should large sites come up for development.
- 39 Based on this, the 2017 AGM unanimously endorsed the following vision for Pimlico over the plan period. This vision, which has been the basis for developing our thinking, is as follows:
- Over the period to 2040, the Pimlico Neighbourhood Plan will:
 - Continue to maintain the quiet village atmosphere and its largely residential nature
 - Improve the quality of life of current and future residents by a more vibrant retail and commercial sector and enhancing leisure and cultural facilities
 - Ensure development respects and enhances the form and setting of the conservation areas
 - Protect the squares and green spaces and, where possible, add more of them;
 - Improve the local environmental quality by continuing to limit and, if possible, reduce the harmful effects of traffic
- 40 In taking forward this vision we have developed a number of more detailed policies that are set out in the following chapters with their justifications. These policies sit alongside Westminster's planning policies.
- 41 We set out a diagnosis of the problems for retail and propose policies on change of use in the central shopping area and in the other shopping parades which are designed to promote retail activity. We also set out some ideas for improving the public realm in the central area which, together with the planning policies, will enable the central area to meet more of the needs of residents in our area and neighbouring areas and to provide more space for pedestrians and those using the shops.
- 42 We also propose policies for enhancing the design of the shop fronts and signage in the central area. These form part of a set of design and heritage policies that are intended in particular to clarify the guidance on intervention in the four conservation areas where we consider it needs improving or has not been working clearly. We are proposing a more straightforward set of principles about upward extensions in the



ABOVE:
The junction of Sunderland Street and Turpentine Lane showing the start of the Peabody Estate.

historic Cubitt estate which we hope will enable more families to stay in the area. We will also be bringing greater protection for the best buildings outside the conservation areas.

- 43 Because of the shortage of private open space for the houses and flats in our area, we propose strong protection for open and green spaces and, over time, a programme of enhancements of the small areas between streets which play an important role in our area.
- 44 Finally we want to ensure that any major developments make their proper contribution to our area and are respectful of its largely residential nature and the unique character of our area. We are not promoting large scale development, but we do need policies in place that will shape the thinking of owners of larger sites.

Chapter 2 : **DELIVERING A VIBRANT COMMERCIAL SECTOR SUPPORTING OUR AREA**



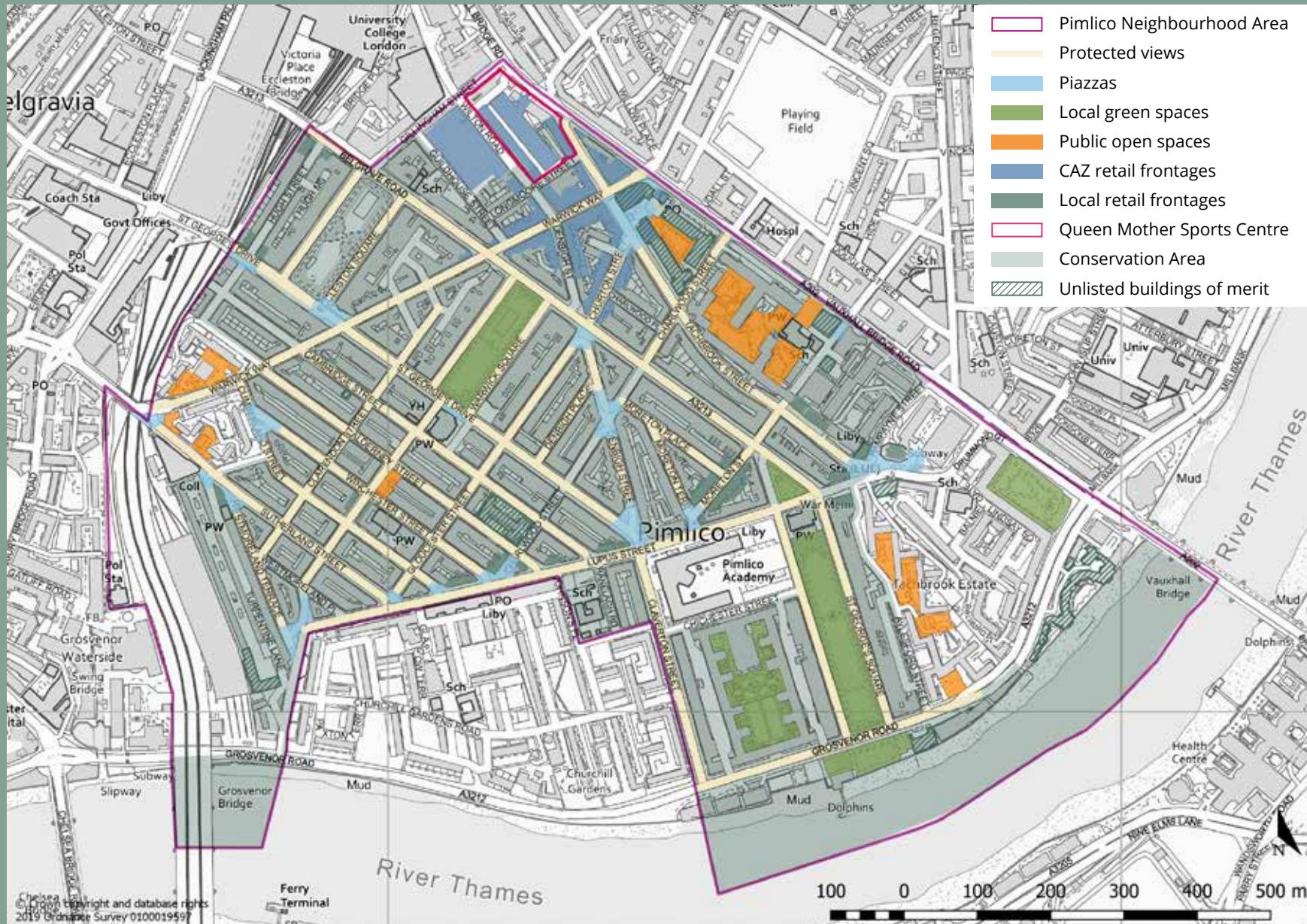
- 1 Pimlico's main shopping area ¹ lies in Wilton Road, Upper Tachbrook Street and Warwick Way (between Belgrave Road and Vauxhall Bridge Road) – this is part of the larger Central Activities Zone (CAZ) and also includes Churton Street which has fewer active frontages. It is supported by smaller Local Shopping Centres ² in Lupus Street, Moreton Street and Lower Tachbrook Street. There are also some much smaller local shopping parades, largely at ground and basement level in residential buildings and areas.
- 2 Residents want to be able to enjoy the shops, cafés and restaurants and live happily alongside these activities. They want the shops and other businesses in the area to thrive and meet their shopping needs. Indeed they would like more of their shopping needs to be met in the 'village' without it becoming a destination in its own right. They also like the vibrancy of the smaller local shopping parades as these bring life to otherwise very quiet areas and also create a sense of security, without bringing disagreeable impacts (such as parking and heavy pedestrian traffic) to the surrounding residential area. These parades also break up in an appealing and complementary way what might otherwise be a rather forbidding extensive area (although the consistency of style of the Pimlico Conservation Area and of the other conservation areas is also part of their appeal).
- 3 There are concerns about recent trends:
 - The commercial units in the CAZ frontage are often marginal. While some businesses thrive and are well established, others are short lived and some units are difficult or slow to let.
 - There is a large proportion of charity shops in relation to those supplying the shopping needs of Pimlico, whilst there is no or very limited availability for many types of goods (notably independent clothes and butchers shops and no bookshops). There is also considered to be an overly high proportion of lower value cafés and takeaways, which reduce the attractiveness of the whole area.
 - The small shopping parades in the historic residential areas have sadly lost a number of retail units and restaurants through their conversion into residential units (although there are City Plan policies in place to protect retail units). This has led to a deadening of some areas and a loss of vibrancy and attractiveness of streetscape (as in parts of Sussex Street and Charlwood Street) as well as a loss of many local restaurants and shops outside the designated shopping areas.



LEFT:
Churton Street
drawing by
Andrew Cadey.

¹ This is referred to by the adopted Westminster City Plan 2016 as a 'CAZ frontage' and in the emerging Westminster City Plan Regulation 19 draft 2019 as a 'CAZ Retail Cluster'

² These are referred to by the adopted Westminster City Plan 2016 as 'Local Shopping Centres' and in the emerging Westminster City Plan Regulation 19 draft 2019 as 'Local Centres'



LEFT:
Map 2 – Policy

- The market is very popular and complements the other shops in the area. However in weekdays it is rather dominated by street food and is not always a good neighbour in respect of waste collection.
- 4 We have thought about the underlying causes of these trends and the fact that the retail (and dining) environment could be meeting more of the needs that exist locally. Despite the enormous growth in residents for whom this area is the nearest shopping and dining/drinking centre, businesses often appear to struggle. This is surprising as the large growth in resident numbers in recent years should have provided sufficient demand to maintain a greater variety of viable shops and restaurants in our area, despite there being easy access to other, competing shopping areas in London.
- 5 We have also thought about what steps could be taken to address this situation and engaged with local business owners and long term residents. The cause of the difficulties in the CAZ frontages is partly due to the fast changing nature of retail, but more particularly the poor quality of streetscape and townscape in the area.
- 6 The lack of a single landlord to actively manage the mix of retail and dining to create an attractive offer which promotes future investment means we must use planning, change of use and other policies and investment to maintain or enhance the attractiveness of our area.
- 7 Whilst part of the CAZ, the centres in Pimlico are not considered to be main activity destinations for a wide area. Moreover making our area a 'destination' is neither realistic nor, importantly, what residents want. We are trying however to make it a stronger and attractive competitor as a retail and dining location for those products and services that it does offer and for which it has a realistic chance of attracting demand whilst also encouraging new entrants to increase the attractiveness of the overall offer.
- 8 We want to see a significant improvement in the public realm in the Warwick Way/Wilton Road area and our ideas are set out in more detail in the chapter on transport and the environment. In essence we are seeking to improve the physical environment of the pavement and the areas immediately adjacent to it. Also, if possible, we wish to reduce the amount of space dedicated to parking and utility clutter, increasing space for pedestrians or people sitting outside cafés whilst reducing the amount of stop-start driving and cars changing lane because of the road layout.
- 9 For other commercial areas we have laid out the hierarchy of retail and dining areas which we believe will usefully guide policies for our area. Table 1 presents our analysis of the current offer, along with the risk for future development and our ambition in the light of this.

RETAIL FRONTAGES

- 10 In the CAZ frontages – which are undoubtedly the most active streets – we wish to preserve all retail units for the following reasons:
 - Retail of broadly the current scale should be viable in this area – it is located to meet the shopping needs of some 20,000 people or more
 - Maintaining the overall mix of retail should increase the viability of all businesses
 - It would avoid an over-concentration of lower value cafés or takeaways which would otherwise be the likely outcome and reduce the attractiveness of all businesses to Pimlico's residents
- 11 We believe the problems in this area should be addressed by:
 - Improving the physical environment in the CAZ frontages (by both investment in maintaining and improving the streetscape and by using planning controls to ensure the design of shops and signage improves over time)
 - Ensuring any large scale redevelopment in the CAZ frontages should be predominantly commercial or cultural/leisure to concentrate footfall in the area (see the 'Big Sites' chapter)
 - Resisting clusters of hot food takeaways and only allowing new takeaways where they can clearly ensure that residents would not be subjected to noise generated by customers and delivery staff, equipment congregating on the street and rubbish being left on the streets. This applies to the Local Shopping Centres as well.
- 12 We also want to avoid a situation where there is a large one-off addition to retail floorspace as this is likely to undermine the existing retail offer which is so important to the Pimlico community.
- 13 In the CAZ frontages, loss of retail to residential should be very strongly resisted as it both undermines the benefits of concentrations of business – either serving the area or creating local footfall – and it leads to conflict between residential amenity and facilitating business. Westminster City Plan policy reflects this which is supported.
- 14 The Local Shopping Centres are more marginal (as are the edges of the CAZ frontage, particularly Churton Street) and also closer to residential areas. Churton Street has been improved in recent years, but parts of Upper Tachbrook Street and Lupus Street have struggled to attract investment in retail businesses that would enhance their function as commercial areas. In the Local Shopping Centres the intention is as follows:
 - To strongly encourage retaining retail, but where retail is not viable, we would wish to see retail replaced with commercial offices, workspaces or cultural uses. We believe that this would continue to provide footfall and maintain vibrancy without degrading the area



- In spite of the need for residential uses in Pimlico, to resist the loss of retail/commercial units to residential for the same reason as in the CAZ frontage as it risks creating too many conflicts for the commercial needs of the businesses there

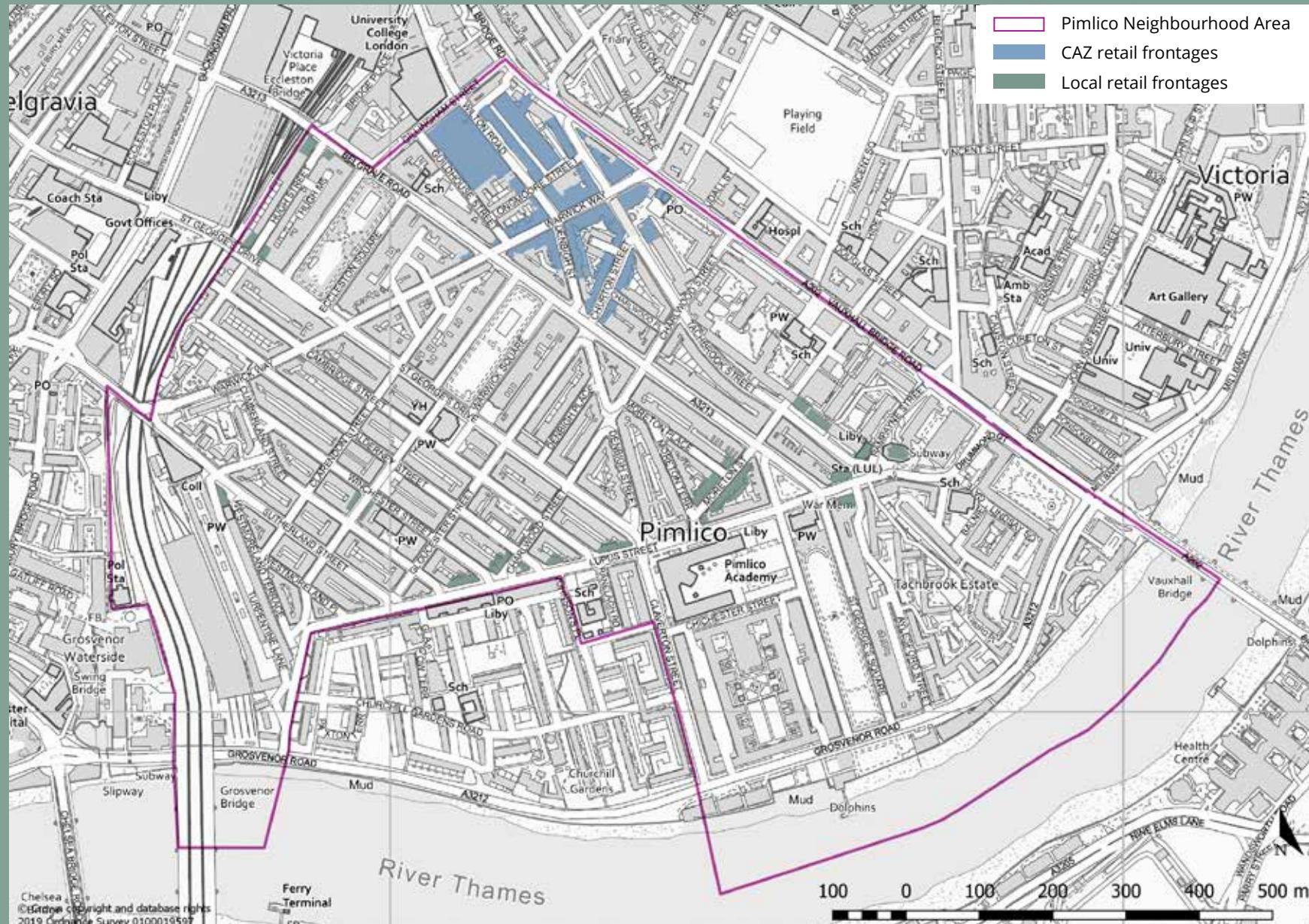
- 15 In the Local Shopping Centres, we recognise the benefits that avoiding 100% residential can bring. These include leaving active frontages ensuring a 'to and fro', greater visibility, an improved sense of security and more vibrancy. We recognise that change to residential is often the market's preferred approach for property in these terraces, as residential values are much higher, but this has led to a deadening of some street frontages. Non-retail commercial use has been a positive alternative in some of these areas.
- 16 In the Local Shopping Centres, therefore, the approach is as follows:
 - It would be acceptable for there to be a change of use from retail to commercial offices, workspaces or cultural uses; but
 - The conversion of retail, commercial offices, workspaces or cultural uses to residential use would only be acceptable when such uses have been established as not viable after protracted marketing. Because of the strong incentives to convert to residential, these tests must be rigorously applied
 - In the rare cases where justification has been made for conversion to residential, then a more active façade will be encouraged. An example is the neighbour to the Cambridge Street Kitchen and the opposite discouraged
- 17 There has been a growing trend for A1 retail units to be converted to operate predominantly as A3 café uses. This has led to the steady loss of retail units selling goods (as opposed to food and drink 'services'). To sustain a vibrant and varied retail offer, we wish to ensure that more units are not given over to what are clearly café-type uses. Whilst it is recognised that for some retailers, operating a related café service will help to sustain a business, this must remain clearly ancillary to main retail use. By ensuring that no more than 25% of the floorspace of an A1 use is given over to A3 activities, we consider that shops will not become cafés 'by stealth' whilst still giving the opportunity to offer the alternative food and drink service.
- 18 In promoting the vibrancy of certain areas, we must also preserve the amenity of residential areas and neighbours. We therefore wish to continue the general separation of traffic and noise-generating activities from residential areas.

TOP LEFT TO BOTTOM RIGHT:

Sussex street conversions.

Office/gallery on the corner of Charlwood Street and Alderney Street.

The Cambridge Street Kitchen, Cambridge Street alongside a residential conversion.



LEFT:
Map 3 – Retail frontages

POLICY PIM 1 : Retail frontages and non-retail frontages

- A The Warwick Way/Tachbrook Street/Wilton Road CAZ frontages and the Local Shopping Centres (as shown on the Policies Map) are the areas to which retail activity is directed in Pimlico. In these frontages, certain main town centre uses may be considered appropriate as advised below. Outside these locations, new commercial uses will not generally be appropriate unless they provide services to support the local residential community in Pimlico.
- B To secure the vitality and viability of the existing retail offer in Pimlico, proposals for new town centre uses are encouraged to maximise the occupation of existing units within the retail frontages in preference to developing new, competing retail space.
- C In all identified retail frontages (unless otherwise stated), the following considerations relate to the acceptability of certain town centre uses:
- a - Hot food takeaways (Class A5) will only be considered acceptable where it can be demonstrated that they will have no adverse impact on residential amenity and that they can satisfactorily mitigate the impact of litter, waste and dirty pavements. In this regard, the provision of adequate refuse disposal points near the premises must not create an obstruction on the pavement
 - b - In order to protect the range of shops which are required to support the community of Pimlico, proposals must not result in the over-concentration of cafés/restaurants (Class A3) and hot food takeaways (Class A5) in a single frontage. More than three consecutive Class A3 and/or A5 uses in a single frontage will not generally be permissible.

Warwick Way/Tachbrook Street/Wilton Road CAZ frontages

- D In the Warwick Way/Tachbrook Street/Wilton Road CAZ Frontages, Class A retail shall be the priority use. Residential uses at ground floor level are not considered acceptable. Proposals for alternative town centre uses will only be considered acceptable where:
- a - It can be demonstrated that the existing Class A retail use is no longer viable (see clause G)
 - b - It can be demonstrated that the proposed use is likely to maintain or increase footfall, dwell time and spend in the area

Local shopping centres

- E The change of use of an existing Class A1 use to a non-Class A1 use will only be considered acceptable if it provides a service to the general public appropriate for a

Local Shopping Centre in Pimlico. These services are:

- a - Class A2 financial and professional services
 - b - Class B1a offices
 - c - Class B1b workspaces
 - d - Class D1 cultural uses such as galleries
- F Only if it can be demonstrated that the uses in clause E are not viable (see clause G) will applications for change of use to residential use or other town centre uses be considered acceptable. Any such proposals must demonstrate high quality design which provides, as far as possible, a visually active frontage to the property at ground floor level. In the case of residential uses, a visually active frontage can be taken to mean that of a residential property which is clearly in character with the residential area of Pimlico but excludes the preservation of a shop frontage appearance with frosted glass.

Establishing the viability of an existing use

- G In order to demonstrate that an existing or acceptable alternative use in the Warwick Way/Tachbrook Street/Wilton Road CAZ Frontages Local Shopping Centre is not viable, both of the following criteria must be satisfactorily addressed:
- a - The use of the existing establishment and acceptable alternative uses have been actively marketed as such for a period of not less than 18 months
 - b - The floorspace has been widely marketed at a level of rent that covers the property owner's costs in respect of the existing use, including a reasonable allowance for the risk of voids and any reasonable costs for bringing the unit into good condition

Ancillary activities in A1 units

- H Applications to provide a proportion of an existing ground floor A1 unit for A3 activity (sale of food to be consumed on the premises) must demonstrate that the activity is clearly subservient to the main A1 use. No more than 25% of publicly accessible floorspace (including pavement space occupied by tables and chairs outside the premises) should be given over to seating for customers eating food or for a dedicated serving area.
- I Applications to provide a proportion of an existing ground floor A1 unit for A5 activity (hot food takeaway) will only be permitted if it can clearly be demonstrated that such provision is necessary to retain the viability of the A1 business and the proposals satisfactorily address the requirements of clause C.

TABLE 1: RETAIL FRONTAGES

	Name	Location	What is there now?	Changes in past few years	Why they are important to the community of Pimlico	How well used /risk of loss to other uses?	Ambition for the area?
Central Activities Zone frontages							
	Warwick Way	From west of junction with Belgrave Road to Vauxhall Bridge Road	Variety of local shops, smaller supermarkets, charity shops, delis, restaurants and cafés, bookmaker, hardware shop	Increased dominance of charity shops and loss of some specialist food stores	This is the major shopping artery of Pimlico and offers a centre for dining/pubs. It provides the area with a good range of food retailers. Given Pimlico's demographic as a largely residential area, there would be a major impact if the current range of choices for food shopping or dining were lost, but local people would like the retail offering to be improved	AMBER/GREEN	These two streets should maintain and, if possible, slightly increase the number and variety of retail offerings to meet more of Pimlico's needs within Pimlico itself. An improved street and shop environment could support this role without developing into a 'destination' for a much wider area. We would like a good range of restaurants but not too many hot food takeaways, which, because of wider amenity issues such as litter, loitering outside and noise would not have a positive effect on other businesses
	Wilton Road	From Warwick Way to Gillingham Street	Independent clothes shops, independent and chain restaurants, large Sainsbury's (the major food retailer in the Forum area)	Restaurants go in and out of business, but generally prosper. Fairly stable	Unlikely to lose life and vibrancy, provided any development on QMSC block is supportive	GREEN	
	Churton Street	From Belgrave Road to Tachbrook Street	Gail's, coffee shop, pub, architects/designers, dentist, charity shop, hairdresser, wine shop Housing Association, bridal shop, camera shop, restaurants, florist	Loss of curry house, but gives the impression of slowly becoming livelier, possibly even gentrified	This street gives life to the area with useful dining and shopping opportunities	GREEN	These streets are much valued as retail, dining and other service streets for Pimlico. They have a vibrant village-centre feel, as opposed to serving just an ultra-local market as the parades in primarily residential areas do. We think this important role could and should continue, but if it is not possible, then some <i>(CONTINUED OVER)</i>

	Name	Location	What is there now?	Changes in past few years	Why they are important to the community of Pimlico	How well used /risk of loss to other uses?	Ambition for the area?
	Denbigh Street	From Belgrave Road to Warwick Way	Restaurants, takeaways, up-market men's clothing, bridal shop, financial services office, flooring and carpet dealers, corner shop	Some loss of offices to residential	Busily trafficked street, shops don't contribute greatly, restaurants meet local needs, but it would feel dead if the street were converted to housing	AMBER	conversion to offices or similar uses would be a good way of maintaining the life of the street. Residential use at ground floor level would have a severely detrimental impact on not only these streets but the retail offer in Pimlico generally. We do not think this is necessary or desirable for the future of Pimlico
	Upper Tachbrook Street	From Warwick Way to Vauxhall Bridge Road	Cheese shop, clothes shop, bookmaker, tailor, hairdresser, deli and restaurants, camera and vintage shops	Some turnover, some very stable. Loss of Pimlico Wine Vaults; building void until recently. Recently the Italian deli Gastronomia closed. However, the availability of small, presumably lower rent shops means that it could become a centre of specialist food shops, congregating around the superb Ripon cheese shop. This would complement the fishmonger and butcher in the market and the café-cum-deli, Gastronomica	Some services not available elsewhere. Highly varied retail environment contributes to the village feel	AMBER	
	Tachbrook Street/Market	Warwick Way to Junction with Churton Street	Shops and deli/ café, nail bar. Market stalls of butcher, fishmonger, greengrocers, general goods, bric-a-brac	Loss of speciality food retailers (butcher, deli, baker) in recent years. Mixed views of changes to 'street food' provision	Loss of some specialised food retailers has sadly made Pimlico less attractive as a shopping centre	AMBER	

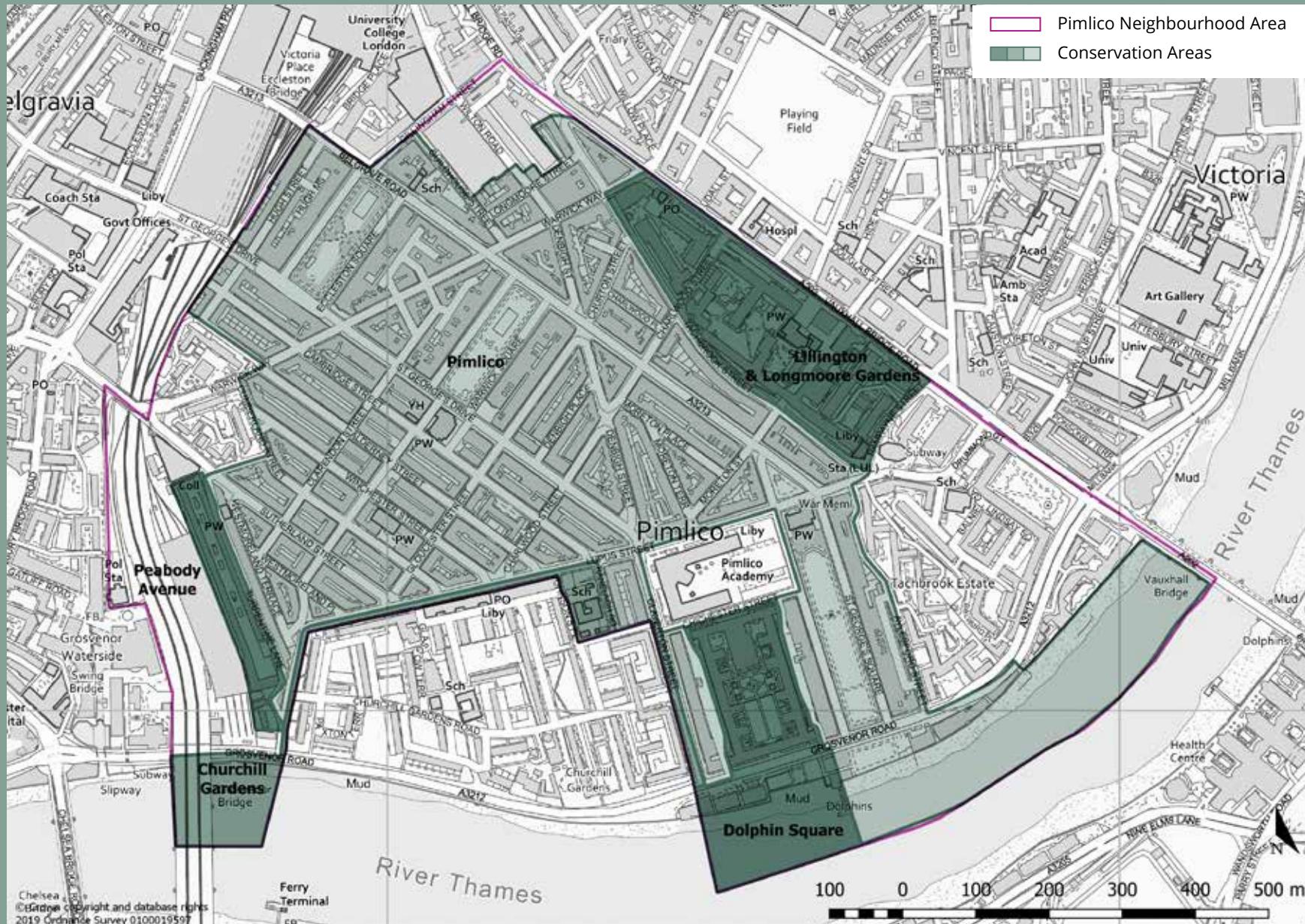
	Name	Location	What is there now?	Changes in past few years	Why they are important to the community of Pimlico	How well used /risk of loss to other uses?	Ambition for the area?
Local shopping centres							
	Lupus Street west end north side	From St George's Drive to Sutherland Street	Range of shops including launderette, off-licence, ironmonger	None converted to houses, but some shops struggle with a high turnover of business	This is a lively street that acts as a second centre for the Pimlico Grid	AMBER	We would like to see these secondary hubs prosper. There is local demand from Churchill Gardens and the south end of Pimlico and a variety of more specialist retailers that meet the needs of the whole of Pimlico. It is important, however, that any development or change of use reflects the challenge that it be a good neighbour as it is hard up against, and often within, residential areas
	Lupus Street east end	Belgrave Road to Vauxhall Bridge Road	Shops, pub and restaurants, launderette opposite Pimlico station and the Paolozzi Sculpture. No residential use at street level	Not changed much	Local hub that enables food, shopping and restaurant needs to be met locally	AMBER	
	Cambridge St	South of Warwick Way	One pub/restaurant, one classic book shop and two units as 'corner shop' and newsagent.	Loss of retail units has enabled more recent conversion of 4 shops to residential use, some with an unsympathetic appearance	Only newsagent in Pimlico Grid and one of only two convenience shops (also Amazon deliveries). Valued as shop to avoid longer journeys and for newspapers and deliveries. Changes in use might produce less vibrant area and make shopping less convenient	RED	These parades are generally ultra-local in the demand they meet, except for some restaurants/cafés which meet wider Pimlico needs. We want to maintain the life they bring in breaking up uniform residential areas. The loss to residential is regretted and office or similar commercial use of former shops is preferred as a way of enlivening these places, but if residential is the only viable use, then we need high quality, lively ground floor frontages

	Name	Location	What is there now?	Changes in past few years	Why they are important to the community of Pimlico	How well used /risk of loss to other uses?	Ambition for the area?
	Between Cumberland and Winchester Streets	Estate agent, offices, dry cleaners, 'corner shop'. Some residential between commercial uses	Contented Vine closed and converted to a house, launderette converted to a flat with a general deadening of the street and loss of facilities. Loss of fine wine retailers	Retains life and shops in a street that could otherwise be rather dead	Retains life and shops in a street that could otherwise be rather dead	RED	As above
	Moreton Street 1	Between Belgrave Road and Lupus St	Bathroom fittings, Pizza Express, Pimlico Tandoori, café, antique fabrics, treatment/therapy rooms, estate agent, financial advisors, bridal gown shop.	Vibrant life in this street which is the 3rd hub of Pimlico	We value the life and variety of businesses and shops here. This street works well; some of the shops are functional and others bring life to the area	GREEN	
	Moreton Street 2	Between Belgrave Road and Tachbrook Street	Offices, Consultant Engineers, hairdresser	Loss of shops to a nursery school	Slowly dying as a retail area, but could perhaps be revived to be a small business area with some day life and business for Tachbrook Street	RED	
	West end Charlwood	Alderney Street from Charlwood Junction to Lupus Street; Charlwood Street from Alderney Street to Lupus Street	This triangle off Lupus Street has a great Italian deli and café, hairdresser, Dominos Pizza, chemist, local café, graphic designers/gallery.	2 or 3 shops lost to residential, others under threat	Cafés/deli are very much valued. Still has some vibrant life	AMBER	

	Name	Location	What is there now?	Changes in past few years	Why they are important to the community of Pimlico	How well used /risk of loss to other uses?	Ambition for the area?
	Hugh Street east end	Corner of Hugh Street and Belgrave Road	Pub and café		On the boundary. No great concerns	GREEN	As above
	Hugh Street west end	From St Georges Drive to Cambridge Street	Pub, restaurant, convenience store	Pub has only recently re-opened. One shop lost (a long time ago)	Well patronised local restaurant, enables Grid residents to dine locally. Would be missed	AMBER	
	Westmoreland Terrace	North end	Surveyor, pub, launderette		Brings life to an area that would otherwise be wholly residential	RED	
	Tachbrook Street parades	South of Churton Street: parades in Lillington and Longmoore Gardens	Chemist, pubs, cafés, florist, hairdresser, dry cleaner	Loss of newsagent	Very useful parades which create a local village feel	AMBER	

Chapter 3 : **DESIGN AND HERITAGE**





INTRODUCTION

- 1 Almost all the Forum area lies within one of the four conservation areas (Pimlico, Dolphin Square, Peabody Avenue and Lillington and Longmoore Gardens).
- 2 Unlike most conservation areas, each of these areas was largely developed according to a coherent plan over a limited time period and with a consistent architectural style and fabric. Subsequent additions have been largely sympathetic in fabric, style, height and scale, without resorting to pastiche buildings mimicking earlier periods. The Conservation Area Audits recognise the coherent style of each of the original developments as well as the positive and negative contributions of alterations to those buildings or their replacements. Current City Plan policies carefully protect the heritage of the conservation areas, relying heavily on the work of the Conservation Area Audits. These protections must continue.
- 3 Many buildings in the Pimlico Conservation Area are listed, as are the majority of those in Lillington Gardens meeting, as they do, the very high bar needed for listing a post-War building.
- 4 Areas outside the conservation areas (Abbots Manor Estate, Tachbrook Estate, the Crown Estate and developments along Grosvenor Road) and parts of the central shopping area (Wilton Road and Warwick Way) were largely developed after the First World War. They show more varied building styles and heights, but generally complement their neighbouring conservation areas in terms of scale and fabric whilst also keeping the riverside largely open.
- 5 The heights and consistent fabric and styles of the Cubitt Estate, Peabody Avenue and the twentieth-century
- 6 developments and views along the streets collectively determine the village feel of Pimlico and characterise its design and heritage. The riverside and access to it also make a positive contribution to Pimlico. There are also listed buildings outside the conservation areas.
- 7 Designating an area a conservation area confers enhanced levels of protection for unlisted buildings of merit and ensures demolition is only justified when a building makes either a negative or insignificant contribution to the character or appearance of the area and/or the design quality of the proposed development is considered to result in an enhancement of the conservation area's overall character or appearance, having regard to issues of economic viability. This implies strong limits on alterations and robust requirements for replacement or additional buildings.
- 8 Whilst interventions in the historic fabric since 1945 have generally been sympathetic and often of high architectural quality, there are some buildings that are out of scale and have thus disrupted views, as well as some far more intrusive developments outside our area which have been to the detriment of Pimlico's visual space i.e. the views out of Pimlico. Residents have been very concerned about the threat to the village feel from tall buildings if there is major redevelopment and although it is outside our area, there would also be considerable concern about tall buildings in Victoria affecting the feel of the village.
- 9 Overall the quality of the building stock is very high in terms of design, however in the central area around Warwick Way and Wilton Road, the commercial property, public realm maintenance and signage needs improving and the design is generally much poorer than in the primarily residential areas.



TOP TO BOTTOM:
Permeable route through Lillington Gardens.
Impermeable development on Grosvenor Road.

PIMLICO CONSERVATION AREA

- 9 The Cubitt development of 1840-1860 forms the main part of the Pimlico Conservation Area. The fabric of the original stucco/brick buildings under a main parapet provides a standard palette for the area which defines the visual impression of the streets. The upward extensions are set back and subordinate to the building and they complement the parapet.
- 10 The relatively low scale of the buildings also means that the area is characterised by long views and wide open skies at the end of them. The scale and historic feel of the Cubitt Estate is very important to residents and was raised in early consultation. This is a light, bright and spacious area, with taller houses and broader streets than are to be found, for example, in Battersea, immediately on the other side of the river. By way of illustration, in the historic area one does not feel encroached upon. The skies have wide angles of close to ninety degrees when looking along the street and it is not necessary to look up to see the sky. The taller buildings are limited to the squares or the wider avenues. This means there is no sense of being hemmed in despite the density of development. Immediately to the north in Victoria and the west in the area outside the Forum area the streets feel much narrower with a strong upward pull. In that sense Gillingham Street and the railway mark a clear boundary between the taller commercial buildings of Victoria and the lower rise, primarily residential and associated commercial area of Pimlico. We therefore aim to protect the views along the historic streets and the feel of our whole area, in which the open skies are so characteristic.
- 11 The Pimlico Design Guide has acted as guidance for most development in the Pimlico Conservation Area. We believe it is generally right, respected and needs to be retained, but in a few areas it does not deal well with proposals and has not always been followed. We are proposing policies to bring clarity to these areas to generate greater certainty.
- 12 There were a number of post-war interventions in the Pimlico Conservation Area, generally on small bomb-sites. They mark an important part of recent history and the redevelopment of such non-historic buildings needs careful consideration.
- 13 A small number of well-designed post-war interventions in the Pimlico Conservation Area make a positive contribution and these should be given similar protection to the historic buildings by being added to the list of unlisted buildings of merit.



TOP LEFT TO BOTTOM RIGHT:
Return frontage in Gloucester Street.
Peabody Avenue extension.
Detail on the side of Russel House.

- 14 A handful of post-war buildings within the historic core was identified in the Conservation Area Audit as not making a positive contribution. If proposals were to come forward for redevelopment, then replacements should not necessarily be pastiche Victorian (i.e. in an imitation 19th century Victorian style whilst being built to modern requirements and using modern techniques) as this would impose an artificial uniformity and conceal an important part of the historical development of the area.
- 15 The views along Pimlico's roads are an integral part of its architectural and historic significance. As well as the individual buildings and terraces, runs of largely similar buildings of very similar fabric define part of the character of the area with often lengthy views, punctuated only by planting at street level. They demonstrate the unique scale of the Pimlico Cubitt development while allowing the terraces to break up the scale and avoid excessive monumentality. The views out of the area, as well as the open skies, form part of its character and that is why development outside the conservation area can have such a harmful effect.
- 16 Building on the Conservation Area Audit (but retaining these local views as well) we have set out the contributions of various views and streets:

Belgrave Road, St George's Drive and Warwick Way are the longest and widest straight streets, lined with the hard edges of buildings creating dramatic and lengthy views. These hard edges are offset by views of trees and other plantings as the roads pass the major squares. Belgrave Road, St George's Drive and Sutherland Street form wide avenues while avoiding strongly formal compositions, which gives a charming aspect and avoids a heavy dominating character. There is thus a sense of lightness and breadth in these streets;

The secondary routes through the Conservation Area create local views of Cubitt terraces, sometimes seen in their original context, and sometimes, particularly around the edges of the Conservation Area, seen in contrast with surrounding twentieth-century development

Finally, views out of Pimlico Conservation Area frequently end in glimpses of the adjoining conservation areas – Peabody Avenue, Dolphin Square, Churchill Gardens, and Lillington and Longmoore Gardens. The contrast between these twentieth-century developments and the stucco of Pimlico serves to accentuate the special character of this island of development.

POLICY PIM 2 : Protected views and development

Development proposals are expected to respect or enhance the views listed below and shown on the policies map. In particular they must have regard to the openness of the skies when seen from street level looking along the street.

NORTH/SOUTH VIEWS

SUTHERLAND STREET

CUMBERLAND STREET

WINCHESTER STREET

ALDERNEY STREET (ESPECIALLY THE
VIEW OF THE CLOCK TOWER OF THE
FORMER BRITISH AIRWAYS BUILDING ON
BUCKINGHAM PALACE ROAD)

CAMBRIDGE STREET

ST GEORGE'S DRIVE

BELGRAVE ROAD

DENBIGH STREET

MORETON PLACE (ESPECIALLY THE VIEW
OF ST SAVIOUR'S CHURCH)

MORETON TERRACE

WESTMORELAND TERRACE

CLAVERTON STREET (ESPECIALLY THE
VIEW OF BATTERSEA POWER STATION)

TACHBROOK STREET

VIEWS IN THE PIMLICO CONSERVATION AREA AUDIT

VIEWS FROM AND ACROSS ECCLESTON SQUARE AND ST GEORGE'S SQUARE (ESPECIALLY
TOWARDS THE TOWER OF WESTMINSTER CATHEDRAL)

VIEWS FROM AND ACROSS WARWICK SQUARE

VIEWS OUT OF PIMLICO INTO THE ADJOINING CONSERVATION AREAS – CHURCHILL
GARDENS, DOLPHIN SQUARE AND LILLINGTON GARDENS

EAST/WEST VIEWS

WARWICK WAY

CLARENDRON STREET (ESPECIALLY THE
VIEW OF THE GROSVENOR PUMPING
STATION CHIMNEY)

SUSSEX STREET

GLOUCESTER STREET

DENBIGH PLACE

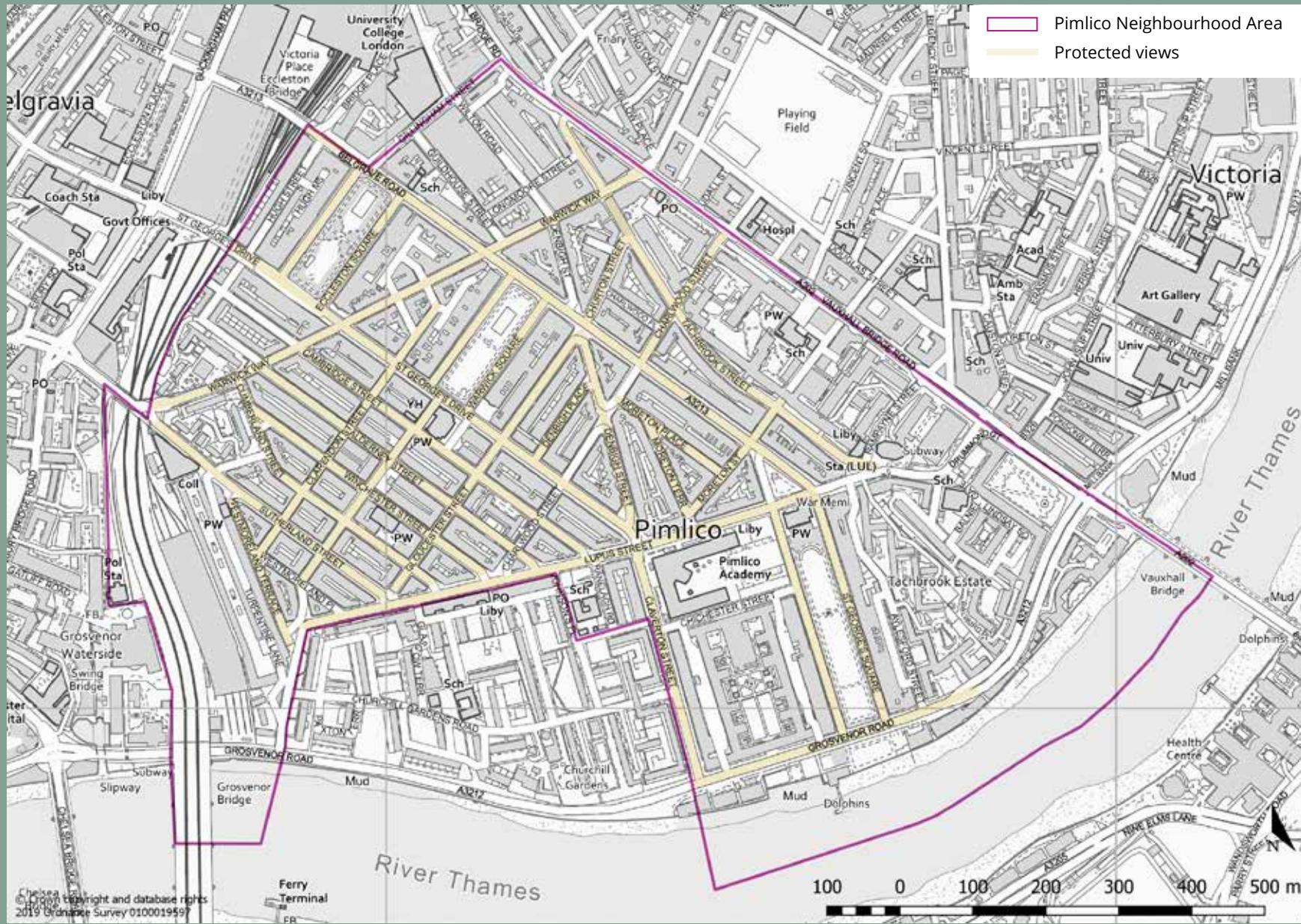
CHURTON STREET

CHARLWOOD STREET

MORETON STREET

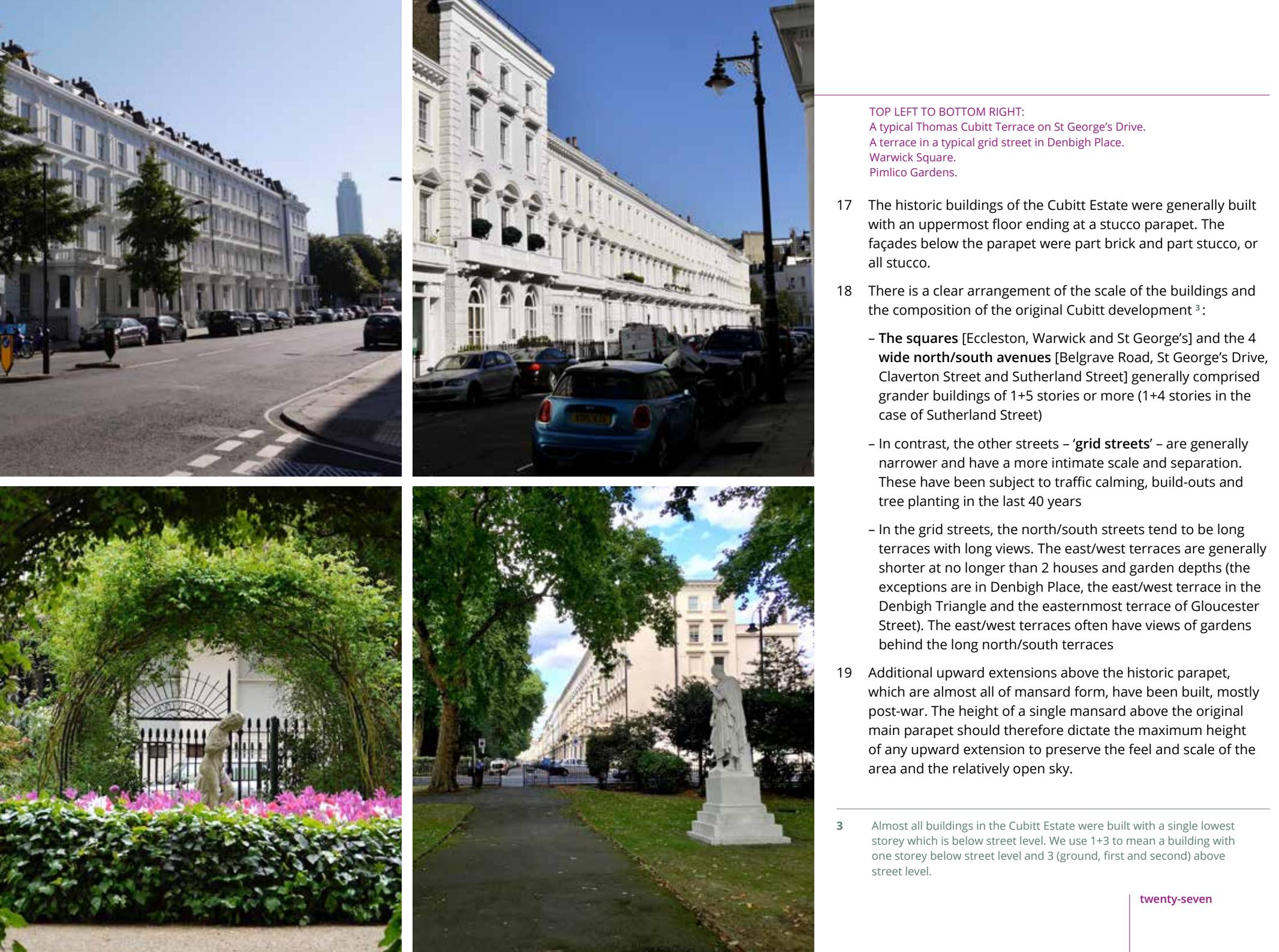
LUPUS STREET (ESPECIALLY THE VIEW OF
ST SAVIOUR'S CHURCH)

GROSVENOR ROAD (ESPECIALLY THE VIEW
OF BATTERSEA POWER STATION)



LEFT:

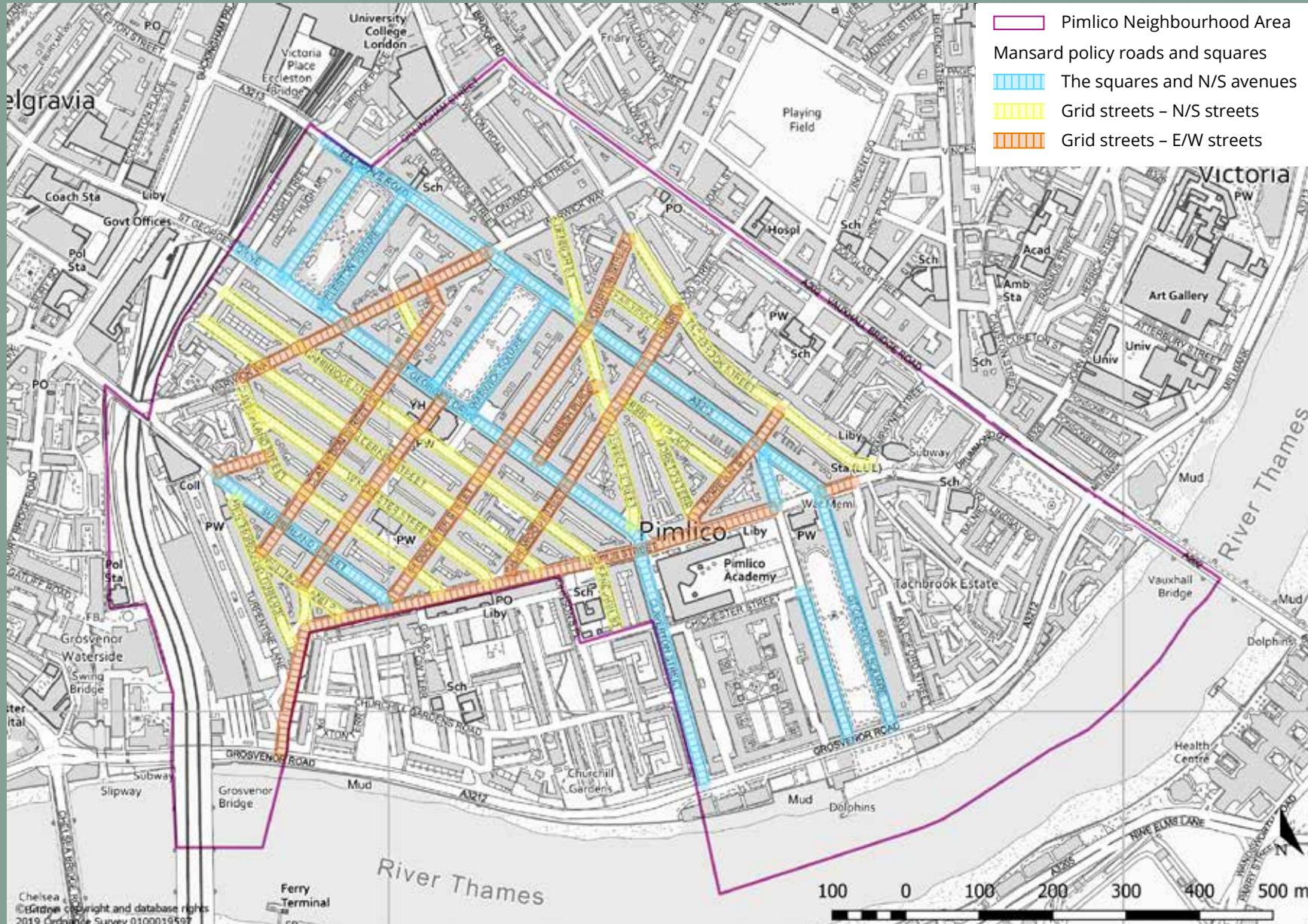
Map 5 – Protected views



TOP LEFT TO BOTTOM RIGHT:
A typical Thomas Cubitt Terrace on St George's Drive.
A terrace in a typical grid street in Denbigh Place.
Warwick Square.
Pimlico Gardens.

- 17 The historic buildings of the Cubitt Estate were generally built with an uppermost floor ending at a stucco parapet. The façades below the parapet were part brick and part stucco, or all stucco.
- 18 There is a clear arrangement of the scale of the buildings and the composition of the original Cubitt development ³:
 - The squares [Eccleston, Warwick and St George's] and the 4 wide north/south avenues [Belgrave Road, St George's Drive, Claverton Street and Sutherland Street] generally comprised grander buildings of 1+5 stories or more (1+4 stories in the case of Sutherland Street)
 - In contrast, the other streets – 'grid streets' – are generally narrower and have a more intimate scale and separation. These have been subject to traffic calming, build-outs and tree planting in the last 40 years
 - In the grid streets, the north/south streets tend to be long terraces with long views. The east/west terraces are generally shorter at no longer than 2 houses and garden depths (the exceptions are in Denbigh Place, the east/west terrace in the Denbigh Triangle and the easternmost terrace of Gloucester Street). The east/west terraces often have views of gardens behind the long north/south terraces
- 19 Additional upward extensions above the historic parapet, which are almost all of mansard form, have been built, mostly post-war. The height of a single mansard above the original main parapet should therefore dictate the maximum height of any upward extension to preserve the feel and scale of the area and the relatively open sky.

³ Almost all buildings in the Cubitt Estate were built with a single lowest storey which is below street level. We use 1+3 to mean a building with one storey below street level and 3 (ground, first and second) above street level.



LEFT:
Map 6 – Mansard policy

- 20 Residents understandably seek certainty as to whether it is policy to allow or forbid an upward extension for a particular house or with a particular design. This subject is recognised in the conservation area designation and covered by guidance in the Pimlico Conservation Area Audit and the Pimlico Design Guide. However:
- We consider that the application of the saved policy in the 2007 UDP over time has suggested a lack of clarity as to the acceptability and design of mansards in terraces where they already exist (e.g. permissions in Hugh Street and refusals in Westmoreland Terrace).
 - For ‘unbroken rooflines’, the policy of not allowing upward extensions lacks flexibility. This is particularly the case in Pimlico where the remaining unbroken rooflines are mainly on short terraces, whereas identical terraces have almost all been allowed mansards and, when well-designed, have had minimal impact on the streetscape. A more flexible approach with clearer design guidance to ensure quality is considered to be justified.
- 21 We therefore want to apply a more straightforward approach which will preserve our heritage and the scale of individual streets and squares but also enable some more development. The typical smaller scale house in the Pimlico Conservation Area was originally of a basement plus three storeys. For these we consider that a single storey extension above the main parapet for all buildings is acceptable. We also consider it appropriate to permit a single storey extension for certain other buildings originally of basement plus four storeys or higher, excepting those terraces which are already high and where a further extension would create an unacceptable canyon effect, or where the current design of the uppermost storey means that a mansard is clearly unsuitable in design terms.
- 22 This represents a liberalisation of existing policy and is intended to help contribute towards the Westminster City Plan Regulation 19 Draft strategic objective of increasing the stock of high quality housing. In Pimlico, the type of stock that is required to support the changing needs of the local community is family housing and this can be delivered while keeping an attractive roofline.
- 23 We consider that mansards and other roof extensions should be of a subordinate design, set back and of contrasting fabric to prevent their detracting from the strong visual identity of the original buildings. They should be -n line with the Pimlico Design

TOP TO BOTTOM:
Mansard in Alderney Street.
Mansard in Cambridge Street.
Chimney detail on a corner block in Warwick Square.



Guide. It should be born in mind that mansard type extensions were the more modest parts of houses with lower ceiling heights than the floors below and without costly or ornate decoration or window treatment. They are therefore generally of contrasting fabric (tiles/slates) to the main elevation of brick or stucco. Achieving such features which reduce the prominence and visual impact is key to high quality design. It should be noted that the designs have largely been specified by successive historic London Building Acts and that while detailed, should have ensured a uniform approach which is important in the Pimlico context.

- 24 We also consider that the design guide, as distinct from policy, has not been fully respected historically in the following few areas:
- **Basement areas:** where we consider that in the few cases where conversion from shops to residential has been permitted, it should not be essential to retain the basement area
 - **Shop fronts:** where conversion to residential has been allowed and which has resulted in rather dead frontages
 - **Terraces at roof level:** we consider that the current policy is unnecessarily restrictive in some cases of development at the rear of properties, but has not been applied when it should at the front of some properties resulting in an unattractive main street elevation
 - **Hotel signs:** where there are illuminated signs which are intrusive for no public benefit
- 25 Our policy below contrasts the long streets and the streets which are broken up, partly on grounds of light/shadow and partly because the effect of long terraces risks creating a canyon effect.
- 26 Front terraces are currently acceptable under guidance in the squares but not elsewhere. A small setback to roof extensions would provide useful outdoor amenity space in some other houses, but along the main avenues would be highly visible and break up the appearance of the roofline.
- 27 Basement lightwells mark a physical distinction between the 'formal' entrance to the property from street level and the 'service' entrance via the basement staircase. Historically the lightwells were designed to be open, allowing the building's façade below ground level to be visible from street level. This feature and its repetition represents an openness at street level and is protected.

POLICY PIM 3 : Mansards and upward extensions in the Pimlico Conservation Area

- A In the Pimlico Conservation Area, upward extensions of properties should generally be in mansard form. Such mansards must:
- a - Be in keeping with the prevailing design of mansards in the area (particularly in relation to whether a mansard is double-pitched or flat-roofed)
 - a - Ensure that there is minimal visual intrusion
 - b - Ensure they are subordinate to the main building by being clearly set back or sloping and
 - c - Not be of excessive height

Appropriate guidance is provided in the Pimlico Design Guide.

- B In order to preserve the views and historic feel of the area whilst allowing expansion of some residential properties, the following approach to the development of mansard storeys shall generally be applied in the Pimlico Conservation Area:

The squares (St. George's Square, Warwick Square and Eccleston Square) and north/south avenues

- a - One single mansard storey above the original main parapet, except where there is already a roof extension that is a continuation of the façade. In such circumstances no additional mansard shall be permitted

Grid streets

- b - Historic buildings with 3 storeys above ground level are permitted one additional mansard storey
- c - Historic buildings with 4 storeys above ground level on the north/south streets are not permitted any upward extensions
- d - Historic buildings with 4 storeys above ground level on the east/west terrace streets, are permitted one mansard storey
- e - Historic corner buildings are permitted one mansard storey

Non-historic buildings

- f - Post-war infill buildings in the middle of north/south terraces that are sympathetic in scale to the surrounding properties are permitted an upward extension to the height of the corresponding mansard of the adjacent neighbour

- g - Post-war corner infill buildings built to the scale of the predominant terraces (Cumberland Street/Sussex Street, Clarendon Street and Winchester Street) are permitted an upward extension to the height of the corresponding mansard

NON-POLICY GUIDANCE : PDG roof extension principles

Roof extensions should:

- a - Have a principal slope of 70° pitch and be finished in slate
- b - Be flat-roofed or double-pitched; where double-pitched, the angle of the upper pitch should be no more than 30°. Where the pitch is more than 26°, blue-black slates should be used to clad the upper pitch
- c - Where roofs are altered, the party wall parapets and chimney stacks must be carried on in a form similar to the original, and the chimney pots replaced
- d - The party wall parapet should follow the roof profile at a minimum distance of 375mm (14½") and should rise from behind the front parapet wall
- e - At the end of terraces, extensions should be pitched on the return facade as well as the front

POLICY PIM 4 : Design in the Pimlico Conservation Area

- A Development proposals within or affecting the setting of the Pimlico Conservation Area should demonstrate well-detailed, high quality, sustainable and inclusive design and architecture which respects the historic character of the Conservation Area.

Enclosure buildings/return frontages

- B Development must preserve or enhance the views and open aspect along the rows of gardens to the rear of long terraces. Single storey upward extensions to the rear of the corner buildings on each block may be permitted provided they preserve such views and the open feel of the Conservation Area.
- C Where return frontages to the principal Pimlico frontages are separated from smaller scale properties on the side streets by a gap above ground floor level, this is considered to be an important townscape feature and must be retained.



LEFT:
Cambridge Street
drawing by
Andrew Cadey.

Shop fronts

- D Development proposals for non-residential activity in buildings where there is an original shop front will be expected to retain the shop fronts.
- E Where the principle of conversion to residential use is acceptable, an alternative design will be permitted at ground floor and basement level, provided it demonstrates a high quality of design. Above ground floor level, the original façade should be retained.

Front terraces

- F Development proposals which include a front terrace should meet the following design requirements:
 - a - In St. George's Square, Warwick Square and Eccleston Square, the front roof slope must be set back approximately 1.8 metres to allow a terrace behind the parapet
 - b - In the grid streets (excluding the north/south avenues) the front roof slope must be set back no more than 1 metre

Rear terraces

- G Proposals for a rear roof terrace at mansard floor level will be permitted subject to demonstrating that this will not result in a loss of amenity or privacy to neighbouring properties. Proposals for a roof terrace above the mansard floor level are generally considered to be out of keeping and will be resisted.

Front basement areas

- H Development proposals for the infill of front basement areas will be resisted.
- I Development proposals for projecting porches over external basement doors are generally not considered acceptable and will only exceptionally be permitted where it can clearly be demonstrated that they do not have a detrimental effect on the sense of openness between the street and the front elevation of the building.

- 29 The overall effect is of a quiet courtyard development that has been thoughtfully designed to fit together buildings of differing periods and having a scale and fabric that complement each other. The Haworth Tompkins extension has been identified as an unlisted building of merit and the whole Conservation Area should be subject to a high degree of protection for both the buildings individually and as a group.

POLICY PIM 5 : South Westminster Conservation Area (Peabody Avenue)

Development proposals within or affecting the setting of the South Westminster Conservation Area must make a positive contribution to the character of the Conservation Area by being of consistent scale and preserving the quiet courtyard feel. Development above the current height of the 1870s block or the modern (2011) development will be resisted.

LILLINGTON AND LONGMOORE GARDENS CONSERVATION AREA

- 30 Lillington and Longmoore Gardens Conservation Area mainly comprises the Lillington Gardens estate which was developed around the 1870s St James the Less church as a result of comprehensive post-war redevelopment. St James the Less is itself an important and highly-designated church.
- 31 The post-war development takes its fabric palette from the red brick of St James the Less and was initially designed as a scheme in three phases by Darbourne and Darke, fitting in with the gentle curve of Tachbrook Street. This part of the Conservation Area has been widely appreciated and recognised by listing. Exceptionally, for post-war development in our area, it takes on the street pattern of some existing east/west cross streets and creates a series of internal courtyards in a style reminiscent of the contextual development in Oxbridge colleges. Subsequent developments have adopted the same red brick material and have heights that complement Darbourne and Darke's development and add to the well thought-out public spaces which create an intimate environment despite the scale of the buildings.
- 32 These positive aspects need to be protected and respected. Any future interventions would need to complement the buildings and the courtyard spaces with their high level of designation in both fabric and scale. We have added some of the more recent buildings to the list of unlisted buildings of merit.
- 33 There are likely to be very limited, if any, opportunities for wholly new buildings.

PEABODY AVENUE (IN THE SOUTH WESTMINSTER CONSERVATION AREA)

- 28 Peabody Avenue was mainly developed as two parallel blocks in the 1870s. Towards the Grosvenor Road end of the estate are two 1880s blocks as well as a c2011 development for Peabody by Haworth Tompkins. The post-war block on the corner of Lupus Street and Grosvenor Road is outside the Conservation Area.



POLICY PIM 6 : Lillington and Longmoore Gardens Conservation Area

Any development proposals within or affecting the setting of the Lillington and Longmoore Gardens Conservation Area must make a positive contribution to the character of the Conservation Area by demonstrating how they have retained the open, collegiate, court-like feel.



DOLPHIN SQUARE CONSERVATION AREA

- 34 Unusually, the Dolphin Square block of flats is a single building comprising a conservation area. Built in 1937 to a design by Gordon Jeeves, it offered a fully serviced luxury style of living, with shops, a restaurant, residents' gardens and a sports centre which, until recently, was very substantially preserved. At the time of building it was the largest block of flats in Europe. The so-called 'Spanish Gardens' are charming and listed for their historical importance. They remain intact, as does the internal parade of shops, which is particularly rare for a pre-war block of flats.
- 35 The scale of the building is well suited to the rest of Pimlico, both when it was built and in respect of post-war changes in Pimlico. The east, west and south frontages are 9 storeys high but largely hidden from view from the area as they lie behind Victorian terraces (east and west frontages) or are only seen from the river (south frontage). The north frontage, (Rodney House), which faces into Pimlico along Chichester Street is lower in height (6 storeys) and has only limited impact on the views from the Conservation Areas.



TOP TO BOTTOM:
Peabody Avenue.
Longmoore Gardens.
Dolphin Square.

- 36 The sports centre is a valued asset for many Pimlico residents offering a gym, swimming pool and wide range of classes, whilst the parade of shops is appreciated for the rarity of its well-preserved art-deco interior. The gardens are designated as local open space in this plan.
- 37 With 1250 flats on a 7 acre site, Dolphin Square is already of high density. Increasing the density should only be considered if there is an absolute gain of the type of accommodation Pimlico residents tell us they need i.e. flats for families and people who want to put down roots. This is particularly important in view of the rapid population growth that Pimlico has seen since 2000.

POLICY PIM 7 : Dolphin Square

- A Any proposals for the redevelopment of Dolphin Square should seek to preserve the gardens for the benefit of residents.
- B Development which increases the density of Dolphin Square as a whole will only be acceptable if it provides a significant proportion of new residential units as family accommodation.
- C To provide a range of shops serving the local community, redevelopment proposals must seek to retain the art deco shopping arcade.
- D Any alterations or additions to the external facing elevations of the existing buildings must not materially impact on the views from the other conservation areas in Pimlico.

OTHER AREAS AND GENERAL DESIGN AND HERITAGE POLICIES

- 38 Many of the buildings within the four Conservation Areas are listed or have been designated 'unlisted buildings of merit', the latter designation having been made some time ago, at the time of drawing up the Conservation Area audits. Some of the audits are not entirely clear as to which buildings have been so designated. We are therefore adding a short additional

list. These are very well-designed buildings which have been favourably reviewed in the architectural press or architectural histories and which respond very successfully to the historic context and scale whilst adopting modern styles more suited to the date of design. They are all 'good neighbours' and contrast very favourably with other less successful recent developments. In designating these, we have recognised that understanding of buildings of the post-war period is evolving and that it takes time for a mature appreciation to be settled upon.

POLICY PIM 8 – Non-designated heritage assets

In addition to those already identified in the Westminster Conservation Area Audits, the following buildings are considered to be important but unlisted local buildings or structures of merit and their redevelopment should meet the requirements of Westminster UDP Saved Policy DES9 (Conservation Areas) or any successor policy.

- a – Table of new unlisted buildings of merit
 - b – All red telephone boxes of the Giles Gilbert Scott design
- 39 The areas outside the four Conservation Areas are: the Abbots Manor Estate, the two office buildings near Pimlico Station, the Tachbrook Estate, Bessborough Gardens, the site of Pimlico Academy and the developments along the riverside.
- 40 These areas are where the few taller buildings are found. Although there is a mix of styles, most buildings have been thoughtfully designed, the taller buildings generally not dominating the area or views of the rest of Pimlico. For example, the Rivermill and the Panoramic do not line up with historic axial views but are not intrusive on the historic area or Conservation Areas.
- 41 The effect of more recent buildings (the UTC by Ebury Bridge and the tall building in the Tachbrook Triangle) is less successful and has not complemented the adjacent Conservation Area. Lower buildings would have been much more successful in streetscape and design terms and we are not aware of any significant loss of public benefit that would justify what has happened.
- 42 Whilst outside our Neighbourhood Area, the ongoing development of Nine Elms on the south side of the River Thames is presenting an increasing likelihood of disrupting historic views from our area in the same vein as happened with the development of

TOP TO BOTTOM:
Recent development Warwick Way/Vauxhall Bridge Road.
Simon Milton University Technical College



buildings in Victoria which also disrupted historic views from Pimlico. It is important that this does not happen within Pimlico due to the height of any new buildings or their fabric outside (or indeed inside) the Conservation Areas. This issue is of particular concern to residents. There are no obvious solutions to mitigate the effect of both high-rise developments south of the river or the Nova development around Victoria Station, but they are highly visually intrusive and disliked by those who live in Pimlico.

NON-POLICY GUIDANCE : Pimlico Design Review Panel

Pimlico Neighbourhood Forum will, in liaison with Westminster City Council, establish a Pimlico Design Review Panel (DRP).

- The DRP will be a panel of 12 architects appointed by the Neighbourhood Forum
- The Forum may refer major planning applications to the DRP
- The Forum will appoint 3 architects from the DRP to report on an application
- Their remit will involve:
 - A site visit
 - Examination of plans
 - Discussion
 - Written report
- The DRP report will be sent to the Pimlico Neighbourhood Forum and Westminster City Council
- The Forum envisages WCC giving due weight to this report given its expert basis
- The Forum encourages WCC to work with applicants to address any concerns arising from the report
- The Forum envisages 1 application/site per year as smaller scale developments should be dealt with by other policies in this Neighbourhood Plan
- The Forum will ask WCC to pay the DRP's fees

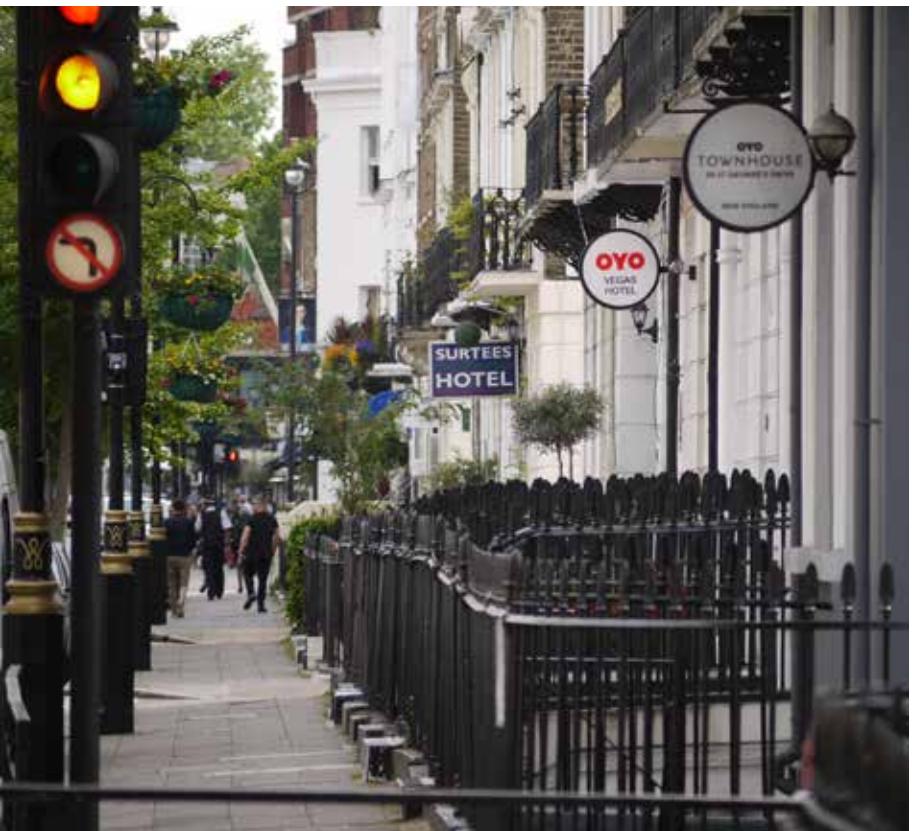
- 43 Given the history of unattractive and jarring developments, and the concern about the future effect of development on the village feel, we propose an approach of informing decisions through an independent design review. The Forum recommends that, before determining a planning application for major development⁴ or medium development in a sensitive location, Westminster City Council consults a Design Review Panel, which would be appointed on a standing basis.

POLICY PIM 9 : Design Review Panel

In order to ensure good design, the use of a Design Review Panel to determine planning applications by the local planning authority is strongly encouraged. Development proposals are expected to demonstrate that they have followed the advice of any such Panel and should provide clear reasons for any departure from the advice given.

- 44 The central shopping area (Warwick Way between Belgrave Road and Vauxhall Bridge Road and Wilton Road) lies partly outside the Conservation Area. This is where people congregate and meet and is very much the hub of the village. Our spatial policy ideas stress the importance of improving the physical environment and public realm here to make it more attractive for residents. This section of Warwick Way and Wilton Road south of Gillingham Street acts as the 'High Street' for our area.
- 45 The buildings on Warwick Way are generally of 3 storeys plus basement, allowing an open aspect from the street:
- The section between Belgrave Road and Wilton Road is very largely historic but spoiled by modern signage and windows. We seek a return of historic features such as windows and shop signs of traditional form
 - Any upward extension is likely to reduce the open aspect and therefore needs to be limited to one storey, set back and subordinate to the main parapet
 - Warwick Way east of Wilton Road is not particularly attractive: the narrowness of the pavement means the current buildings seem rather overbearing. Any upward extensions must be carefully considered and not exacerbate the cramped feeling of the pavement. The rooflines must be respected

⁴ Major development is defined as developments for 10 or more new residential units or for the creation/change of use of more than 1,000m² floorspace; this includes residential development of less than 10 units that creates more than 1,000m² floorspace. Medium development is defined as developments for 5 to 9 new or additional residential units or for the creation/change of use of 500 to 999m² floorspace.



TOP LEFT TO BOTTOM
RIGHT:

Cafe life on Warwick Way.
Sainsbury's block frontage on Wilton Road.
Hotel signs on Warwick Way.
The Nova District from Victoria Station.

FAR RIGHT:
View from Grosvenor Road across the River Thames to The high rise buildings on the south bank.

POLICY PIM 10 : Shop fronts and signage (including hotels)

- A Development proposals for new or replacement shop fronts, signage or lighting to commercial premises (including hotels) should demonstrate high quality design and retain or enhance the character of the shopping frontage and, where relevant, the Conservation Area within which they are located. Support will be given in particular to the following design features which are considered to demonstrably retain or enhance character:
- a - The use of high quality signage from sustainable materials, with the use of plastic signage being strongly resisted
 - b - The protection of original architectural detail and, where necessary, its restoration
 - c - If external lighting of a shop front or commercial premises is proposed, this should involve lights complying with the highest standards in the latest relevant British Standard for energy efficiency. Lighting should seek to highlight the character of the property and enhance the local setting. Outward facing bright lights, neon signage and flashing lights are generally not considered to be acceptable
 - d - The sensitive incorporation of security measures other than external shutters
 - e - There should be no signage or other decorative or promotional features placed on the public pavement

out above. Because of the effect that any new taller buildings (in and outside the Conservation Areas) would likely have on the Conservation Areas, especially the historic parts, and on the low rise feel of the village more generally, great caution is needed with buildings over this 7 storey/20m limit and is therefore an appropriate brake on development.

POLICY PIM 11 : Tall buildings

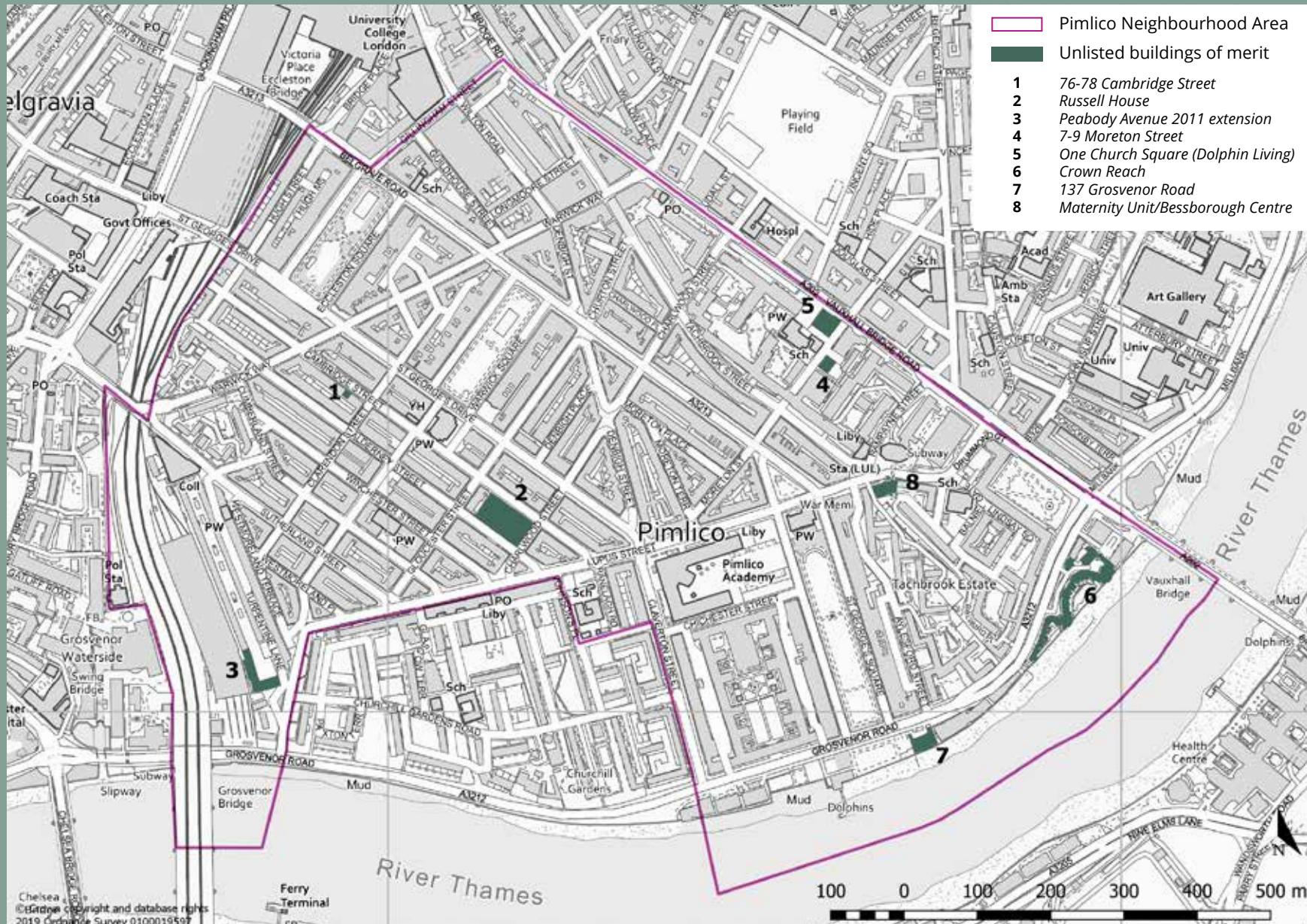
Any proposal over 7 storeys or 20m above ground level of the surrounding area should demonstrate that it does not harm the protected views or the setting of any listed building or unlisted building of merit or the conservations areas. It should have an attractive roofline in itself and in its contribution to the setting of the immediate neighbourhood and the conservation areas. Any part of the structure over 7 storeys or 20m should aim to be subordinate to the main lower part of the building to avoid blocky towers which would be detrimental to the historic feel of the area.

POLICY PIM 12 : Pastiche replacements

When a building is deemed by a Conservation Area Audit not to make a positive contribution to the Conservation Area, thereby enabling its demolition, there should be no presumption that any re-build should be a pastiche replacement.

- 46 The buildings in the Conservation Areas, with the exception of Dolphin Square, are generally no more than 6 storeys (equating to 20m or 7 modern storeys) above ground level. The prevailing height outside the squares and the avenues is 3 storeys plus a mansard and modern buildings of 9 and 11 storeys have had a detrimental affect on our area Any proposals higher than 7 storeys or 20m in the Conservation Areas are therefore highly unlikely to be acceptable and meet the general policies set





LEFT:
Map 7 – Additional unlisted buildings of merit

TABLE 2: ADDITIONAL UNLISTED BUILDINGS OF MERIT

Additional unlisted buildings of merit

As well as the listed buildings of Pimlico, the Conservation Areas have numerous buildings designated a 'unlisted buildings of merit'. These are set out in the Conservation Area Audits and additional protections apply in planning decisions relating to them.

We propose adding the following unlisted buildings of merit, which we consider deserve protection. They are added either because they were not included at the date of production of the Conservation Area audits or because they are outside the Conservation Areas and so no assessment of their merits has previously been made.



<< 76-78 Cambridge Street 1967-69, Peter Foggo, David Thomas Architects

These maisonettes were designed by architects Peter Foggo and David Thomas (then both at Arup Associates) as their own homes. Their design represents a sophisticated and unusual attempt to marry the principles of modernism with the rhythm of the Cubitt terrace into which they are set. Thus the maisonettes are laid out horizontally, with large picture windows which bathe the interiors in light, but the emphatic grid provided by floorplates and vertical members maintains a degree of continuity with the adjacent houses. The windows are set back behind the vertical members, which stand on the building line of the rest of the terrace. Their interest lies principally in the aesthetic and architectural interest of a contrasting style which meets the rhythm and scale of the Cubitt Terrace and its interest in using a form mainly used in larger scale academic buildings which have been recognised as being of national importance (e.g. Leckhampton in Cambridge and the Thomas White building in Oxford).

Russell House, Cambridge Street 1946-50

In October 1940, a parachute mine destroyed 150 houses between Cambridge Street and Alderney Street. The bomb site was subsequently rebuilt as Russell House, containing seventy-four dwellings.

With its sash windows and different coloured brickwork, the block is a descendant of the model London County Council estates built at the turn of the twentieth century – for example, the Millbank Estate behind what is now Tate Britain. To this tradition has been married that of the Metroland blocks of the 1930s. Although Russell House is not as stylistically pioneering as the contemporary Churchill Gardens estate, it shows an alternative approach to the issue of mass housing after the Second World War, with materials and craftsmanship harmonising with the surrounding Cubitt terraces. Although the vertical scale is very different from its neighbours, it is not as obtrusive as some later developments; the stepping back means it is only visible from quite close by and it successfully fully retains the pre-war street layout on all sides (the northern boundary of the block is the original Cubitt Terrace). Its interest is therefore aesthetic as well as historic in commemorating a major bombing which affected our area.





<< Peabody Avenue extension 2011, Haworth Tompkins

Peabody Avenue in Pimlico was built in the 1870s. Originally two simple parallel blocks, wartime bomb damage and subsequent piecemeal development had left the southern end of the estate fractured. Haworth Tompkins has produced a five-storey L-shaped block of 55 new homes. It is in keeping with the somewhat sober architecture of the original while providing a new termination and focal point for the avenue (the latter in the form of an entrance arch). The whole scheme is a triumph of urbanism, in which relatively high density accommodation creates an attractive and well-rooted place to live. The quality of the design and execution singles this out from the generality of affordable housing built in recent years.

7-9 Moreton Street 1984-7, Lee, Goldfinger and Miles for Westminster City Council

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This is an early and rare example of postmodernist detail (stepped diagonals, coloured painted metalwork and a pitched roof) in council housing. It creates a humanely and complementarily scaled single building frontage on the site. The pitched roof gives the impression of a single detached house picking up the same dark brick as the opposite estate, while maintaining a lively frontage on Moreton Street. Postmodernism has only started to become appreciated in recent years with the pioneering listing work of Historic England (starting with the listing of No 1 Poultry).



<< One Church Square 2013, Paul Davis+Partners

New affordable housing is in great demand in Pimlico and difficult to provide on new sites. This development by Dolphin Living provides 39 apartments in an elegant piece of architecture which respects the setting next to St James the Less and the Lillington and Longmoor Conservation Area. It is a crisply designed and detailed building which creates a strong streetscape on Moreton Street and forms the 3rd side of the Piazza in front of St James the Less. It is again of very high quality compared with much affordable housing design of recent years.

Crown Reach, Grosvenor Road 1976-83, Nicholas Lacey with Maguire and Murray

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This project for the Crown Estate, the result of an architectural competition, is an early example of riverside development and considerably better than much that has come after it. Of the 400 architects who entered the competition, the winner was the young Nicholas Lacey, who brought the scheme to completion with the more experienced Maguire and Murray.

In his RIBA Book of British Housing: 1900 to the Present Day, Ian Colquhoun describes the project in some detail: *'The housing was designed to form two crescents, which Nicholas Lacey considered was a form demanded by the enormous scale of the river and the rigours of nearby, noisy Grosvenor Road. In addition, the crescents shelter two well-planned open spaces that look on to a public riverside walk.'*

The carefully chosen materials – purple engineering brick and polished Norwegian rose granite – have weathered well.



The Maternity and Child Welfare Centre and City of Westminster Day Nursery, Bessborough Street ('The Bessborough Centre') 1935-37, F Milton Harvey, architect to the Westminster Housing Trust Ltd

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The Westminster Health Society had acquired a house in Bessborough Street in 1919 to provide a maternity and child welfare centre for the area. The number of attendances of children at the centre grew rapidly from 3,068 in 1921 to 5,189 in 1935 and the number of home visits from 1,898 to 4,758. Westminster City Council therefore demolished the old building and constructed a specially designed centre on the same site. The maternity and child welfare clinic was located on the ground floor and included an ante-natal clinic, demonstration and weighing room, doctor's room and Health Visitor's room. The first and second floors of the building were devoted to a day nursery and included three bathrooms, a kitchen and dining rooms, staff bedrooms and night nurseries. On the third floor were additional nurses' bedrooms, a small laundry and drying room. Harriet Richardson, *English Hospitals 1660-1948: a Survey of Their Architecture and Design*, 1999.

<http://discovery.nationalarchives.gov.uk/details/r/3208be6c-1ffa-4483-bb2e-65814346776>

*'The centre is brick faced with Portland stone accents in a smoothly symmetrical streamlined neo-Georgian style...The trim exterior of the Bessborough Centre is remarkably unchanged today, retaining its original doors with their portcullis decoration.' – David Brady, *Public or Private? London Medical Buildings of the Interwar Years*, Twentieth Century Architecture 13, 2018.*



<< 137 Grosvenor Road, John R Harris, Architect This is a large striking house on Grosvenor Road and the river frontage perhaps a unique survivor of post 1914 riverside houses in central London (earlier riverside houses in Pimlico from the interwar period were demolished post war). It presents a striking grid form from Grosvenor Road and has fine detailing. The view from the river presents a curious combination of styles: a pitched roof atop a rigorously modernist grid block with streamlined moderne, even PoMo wings, and brick arcade at ground level. Its interest is therefore aesthetic in its quality of the river frontage and the landscape aspect it creates at the precise junction of riverside development and historic Pimlico.

Chapter 4 : **HOUSING AND HOTELS**



- 1 In the Forum area, there are about 17,500 residents in 9,500 households, living in about 800 houses and 8600 flats ⁵. The number of residents has therefore grown substantially, by some 30% between 2001 and 2018.
- 2 About 30% own their homes, 30% rent from the Council or a Housing Association and 36% rent privately. These numbers are similar to Westminster as a whole, with Pimlico having a higher percentage of residents in social housing.
- 3 There are several striking statistics which are clearly linked:
 - Almost 80% of homes have 2 bedrooms or fewer. 15% have 3 bedrooms ⁶
 - There is a marked lack of children living in Pimlico; only 12% of usual residents are under 18 and only 8% are of school age
 - There has been a marked growth in the number of tenants in the private rented sector, growing by 64% between 2001 and 2011
- 4 Particularly problematic issues identified after consultation with the local community are:
 - Difficulties for growing families trying to stay in Pimlico due to the lack of/price of family-sized properties
 - A highly transient population, causing problems in navigating the complex arrangements for recycling, disposing of waste and accessing other services
 - Problems of affordability, especially for key workers
 - Housing prices, unit sizes and tenures result in the area housing an increasingly large number of younger private tenants. This is leading to a lack of permanence in Pimlico residents, affecting both the community and demand for local shops and services
 - Problems for older people. Much of the housing stock in both social and market housing is not easily accessible to those who are less mobile or is unsuitable for those with care needs
- 5 The issue of very short term or holiday lets, especially accessed via online platforms, has raised a variety of issues:
 - Awareness of increasing incidence of short term or holiday letting both on a casual basis or on a year-round basis
- Concern that in cases of blocks/converted houses there are increased risks to security and the amenity of residents and neighbours
- Increased problems with waste and recycling due to short term tenant or contract cleaner ignorance about recycling and commercial waste arrangements
- Concern that planning for the housing needs of Westminster is being thwarted by the existing housing stock playing the role of hotels and meeting the needs of tourists rather than genuine residents
- Increases in temporary accommodation acting against the preference of local people for a more stable and rooted community
- 6 These issues are particularly noticeable, and perhaps more than usually pronounced in Pimlico due to its proximity to Victoria Station. It has long been an area of small hotels and the appeal that it has for visitors is now reflected in the number of short-term lets booked online.
- 7 Many of these problems are likely to be characteristic of Westminster as a whole and are best addressed by plans in the City Plan or by enforcement, but we wish to work towards achieving our ambition of:
 - Addressing those areas where Pimlico performs worse than the rest of Westminster (family housing and older people's housing)
 - Discouraging the creation of units of a size and type which will make them very likely to be used for short-term lets rather than be attractive to households wishing to put down roots in Pimlico

HOUSING DEVELOPMENT

- 8 To deliver improvements in the areas identified above, the Plan has policies for both conversions and additions to existing buildings, as well as to new buildings.

CONVERSIONS/ADDITIONS TO EXISTING BUILDINGS

- 9 Conversions and additions are the most likely ways in which extra space will become available for housing in Pimlico. We want to encourage the development of units likely to sustain longer-term residents (some of the earlier conversions are so small they are unlikely to appeal to households wishing to settle down). It is considered reasonable to require the smaller units to be liveable in for the longer term.

⁵ Population and dwelling statistics source: 2011 census

⁶ Bedrooms data from 2011 census: 0 bed 120; 1 bed 4444 (46%) 2 bed 3125 (33%) 3 bed 1386 (14%) 4 bed 348 (4%) 5+ bed 165 (2%)



POLICY PIM 13 : Residential conversions

- A Any new residential units arising through conversion or any proposals to extend existing residential units must meet the Nationally Defined Space Standards.
 - B Proposals to add a mansard or roof extensions in the Pimlico Conservation Area should be combined with the existing unit below to produce a family-sized residential unit as opposed to a 1-bedroom flat.
-
- 10 Additionally we encourage the Council to prioritise the use of its enforcement powers on standards and building quality to ensure that unlicensed studios are made as safe as possible.

NEW BUILDS

- 11 To ensure new-build blocks provide flats that will be attractive for long-term residency, we want to avoid very small flats i.e. studios or flats that are disproportionately small for the number of bedrooms provided.
- 12 There is a shortage of market housing for older people living in the area into which to downsize. This is because the historic stock has a small footprint, with rear extensions often half a storey up or down. These conversions are rarely on a single level and therefore not easily accessible for those with reduced mobility.

POLICY PIM 14 : New-build housing sizes and types in Pimlico

- A To encourage the provision of housing that will address the needs of longer term residents, both now and as their needs change over time, e.g. downsizing, new-build housing will be expected to ensure that All flat sizes must meet the Nationally Defined Space Standards and have at least 1 dedicated bedroom, i.e. no studios.
- B In order to specifically address the needs of older and less mobile people, 2- and 3-bedroom units should be delivered on single level, ideally with lift access. The provision of older persons market housing is encouraged.

TOP TO BOTTOM:
Lillington Gardens.
Cambridge Street.
Charlwood Street.
Russell House.

SOCIAL AND INTERMEDIATE HOUSING

- 13 Requirements to develop homes for sale or rent at below market prices will largely be determined by the London Plan and the City Plan. We want to encourage housing for those who need to be in the area or who cannot afford to stay in market housing as their families grow. These should be the priority within Pimlico for social and intermediate housing. There are considerable concentrations of social housing in Lillington and Longmoore Gardens and in the Peabody and other Housing Association developments, and Pimlico has a significantly higher proportion of social housing than the rest of Westminster. For that reason we wish to encourage intermediate housing over social housing.
- 14 Key issues identified for housing in our area are:
 - Affordability for key workers who need to be located close by. These include police, firefighters, teachers, nurses and other medical professionals, local authority planners, specialist social workers dealing with homeless people and care workers
 - The shortage of family-sized units for people in the area as their families increase in size or grow up

POLICY PIM 15 : Affordable housing

The provision of family-sized residential units is encouraged, particularly where these units are offered to people already living in the area. In particular, provision is encouraged which prioritises intermediate housing for key workers who need to be located in, or close to, the area.

HOTELS

- 15 The development of online booking platforms for short-term lets has significantly altered the hotel/visitor economy and also raised awareness of both the benefits and disadvantages that tourism can bring to our area. We recognise that demand from visitors has sustained some restaurants and that some hotels (almost all in converted houses) have been upgraded and even developed new dining or leisure facilities for the benefit of local residents too. However, the infrastructure, especially the pavements, has not kept pace with the increasing numbers of residents and tourists. Some hotels are very run down and at times not 'good neighbours' in terms of disposal of builders' or maintenance waste. They are also apt to cause other problems, for example with noisy air-conditioning units.
- 16 This means that there needs to be caution about introducing new hotels close

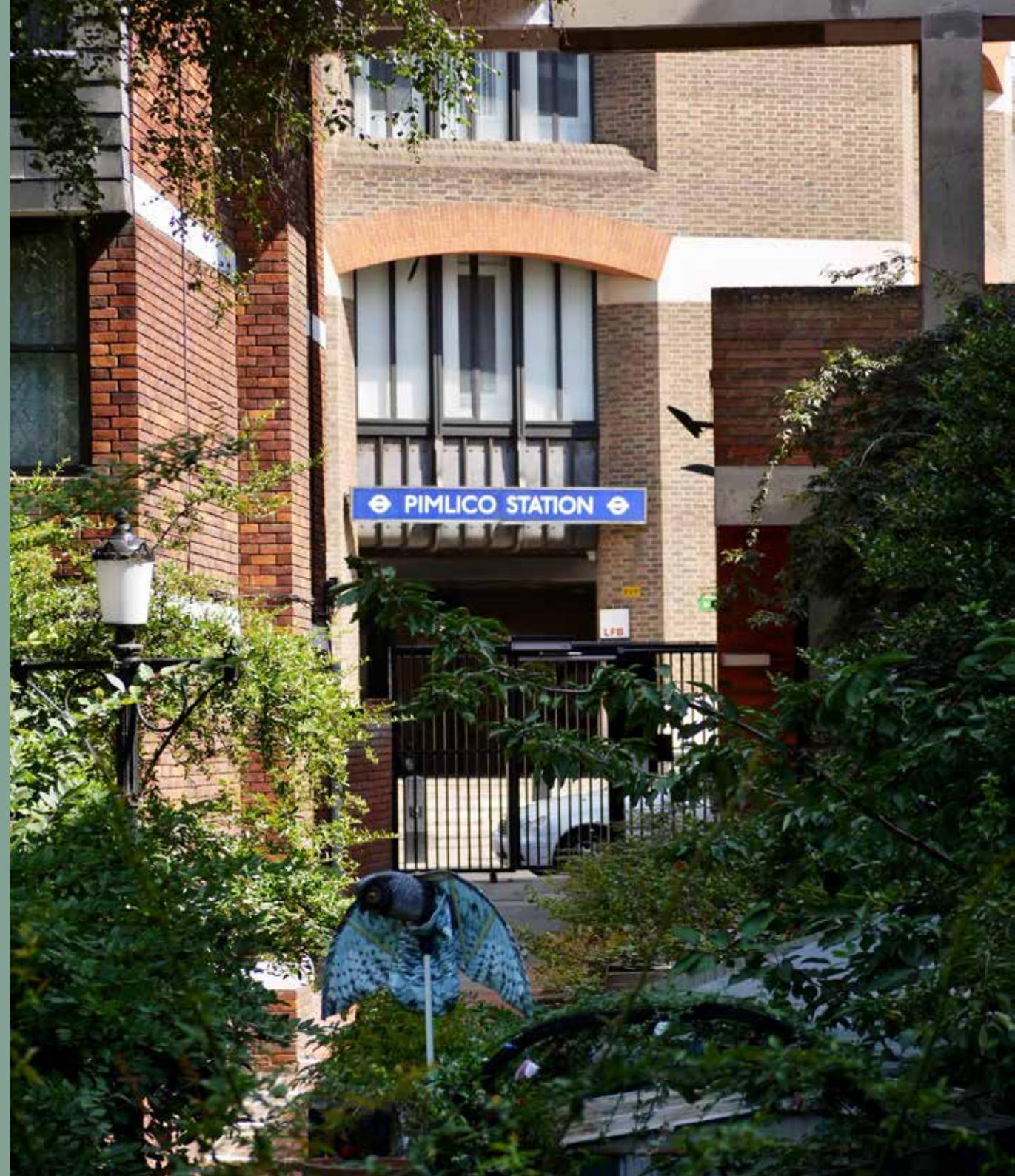
to residential areas (conversion of residential buildings to hotels is unlikely to be proposed and is not appropriate). Larger hotels should also be avoided where they are adjacent to residential areas as they would be likely to generate traffic and disturbance from late-night arrivals. Smaller hotels would be less problematic. Additionally there is concern about increasing formal hotel space at all, given that the informal short-term lets market has had, and will continue to have, the effect of adding to the number of short-term visitors.

- 17 We are also aware that some housing development might be on the formal hotel/housing boundary, but in practice operate as hotels with predominantly short-term lets, even if classified as housing. To preserve the genuinely residential nature of our area, these are to be discouraged.

POLICY PIM 16 : Hotels and short term let properties

- A Proposals for the refurbishment of existing hotels in Pimlico are encouraged.
- B Proposals for the conversion of hotels back to residential use, where they are in former family-sized houses, is also encouraged.
- C Wholly new hotels are to be avoided in or adjacent to residential areas. Extreme caution is needed for hotel developments of more than 2 house widths, even in the CAZ.
- D Apartments which have very limited self-contained living space and which are likely to be suitable only for short term-letting will be resisted.

Chapter 5 : OPEN SPACES, PEDESTRIAN AND TRANSPORT FACILITIES, PROTECTING THE ENVIRONMENT



- 1 Pimlico was developed mainly as a residential area with some retail facilities and places of worship. The leisure facilities and open spaces in the historic development are mainly back gardens, now very small and largely lost to expansion, and the four garden squares (of which two are private).
- 2 Twentieth-century development around the edges has added some green or open space, in practice mainly for the residents of the developments of Lillington and Longmoore Gardens, Abbots Manor, Tachbrook Estate and Dolphin Square.
- 3 The amount of open and green space for the enjoyment of residents is low – Pimlico has been classified as an area of open space deprivation in the Westminster City Plan (except for those areas immediately adjacent to Tachbrook Estate and Lillington and Longmoore Gardens). This is unlikely to be materially reversed. The open and green spaces also contribute to an ‘open feel’ – they open up or contribute to views (see the protected views in the Design and Heritage section).
- 4 There is little play space for children beyond that offered by the private squares, to which most residents don’t have access. St George’s Square provides grass but no playground facilities and ball games are forbidden. There are only a few purpose-built playgrounds such as the one behind the Post Office on Vauxhall Bridge Road.
- 5 The spaces dedicated as recreation and open space in the estates show the thought that has characterised their development (e.g. Peabody Avenue, Tachbrook Estate, Lillington and Longmoore Gardens, Dolphin Square and Abbots Manor). Whilst these are to some extent de facto private spaces, they contribute to the visibility of what open space there is for the benefit of residents of Pimlico as a whole.
- 6 Nonetheless, the lack of formal spaces means that more weight is attached to the informal public realm and its quality than would be the case in areas with more private gardens and playgrounds – whether the streets themselves or the informal areas for gathering between streets. These spaces promote informal interaction and complement the formal open spaces dedicated to leisure. They also break up the otherwise rather hard urban landscape.
- 7 In the historic area, there are open spaces of an informal kind at the junctions of streets and where traffic management has provided build outs etc. Some of the larger spaces have been carefully landscaped, but over time their role as open spaces has been lost as they have become the go-to location for waste bins, cycle racks, utility boxes etc which has made them places to be avoided. We know that the services they provide are often essential, but it doesn’t feel as if they are managed in a way that makes public space attractive. In contrast, the housing estates seem rather better at managing the clutter.



Church Square in front of St James the Less Church

- 8 The area in front of St James the Less is one of the very few recent gains in formal public realm and is welcomed.

GREEN SPACE/OPEN SPACE AND THE RIVERSIDE

- 9 The riverfront provides a contrasting but underused part of our area which could provide for more amenity and space for quiet enjoyment. This is all the more important given the lack of formal cultural and leisure venues other than the QMSC and the Dolphin Square gym. Riverside access has been safeguarded by WCC for a Riverwalk from Vauxhall Bridge to Chelsea Bridge. (Chapter 11 of WCC’s UDP Policy RIV 9 on the “Thames Path” provides for provision of and improvements to a public riverside path on the land side of the flood defence structures and directs the refusal of permission for developments that would “remove, narrow or adversely affect the riverside path with the objective of completing a riverside path for pedestrians”).



TOP LEFT TO BOTTOM RIGHT:
Warwick Square.
Bessborough Gardens.
Pimlico Gardens.
St George's Square.

- 10 The relatively open view of the river from the Forum area is an appealing aspect which should be maintained and enhanced. Pimlico Gardens by the river is an attractive space, mainly used for dog walking, exercise and as a means of getting to Westminster Boating Base. It creates a very pleasant open aspect which links Pimlico to the riverfront.]
- 11 The Forum will support WCC in whatever way it can to secure the completion of the Riverwalk. This will enable and enhance quiet enjoyment of the riverside by residents and improve the amenity of the riverside area by:
- Preserving Pimlico Gardens and protecting it from any development other than community use and benefit or activity complementary to the boating base
 - Improving the maintenance and planting of Pimlico Gardens
 - Improving the public realm in the elongated triangular area by the river at the south end of Claverton Street
 - Enabling people to enjoy the riverside areas through new street furniture, improved planting and potentially pop up cafés

TRANSPORT

- 12 Pimlico is well served by public transport and over 80% of travel to work is by public transport, bicycle or on foot.
- 13 The impact of traffic passing through Pimlico has generally been well managed, largely being concentrated in the boundaries, but in the central area the amount of space dedicated to pedestrians, cycling and public realm, as opposed to drivers and parking is problematic. With poor management and underinvestment, this has created an unattractive physical environment to the detriment of residents and businesses here.
- 14 The population of Pimlico has increased substantially since 2001 with very little increase in public space.
- 15 Whilst 38% of households have one or more cars, Census data shows that the rate of car ownership is declining, despite the very large population increases in recent years. Anecdotal evidence suggests that even residents who own cars don't use them regularly around London and keep them only for long journeys made at the weekend. Car parking is predominantly on the street, except for the car parks under some newer developments, or in the Sainsbury's in Wilton Road.
- 16 These trends provide evidence that it is necessary to:
- Maintain and enhance the strong levels of protection of formal open and green spaces

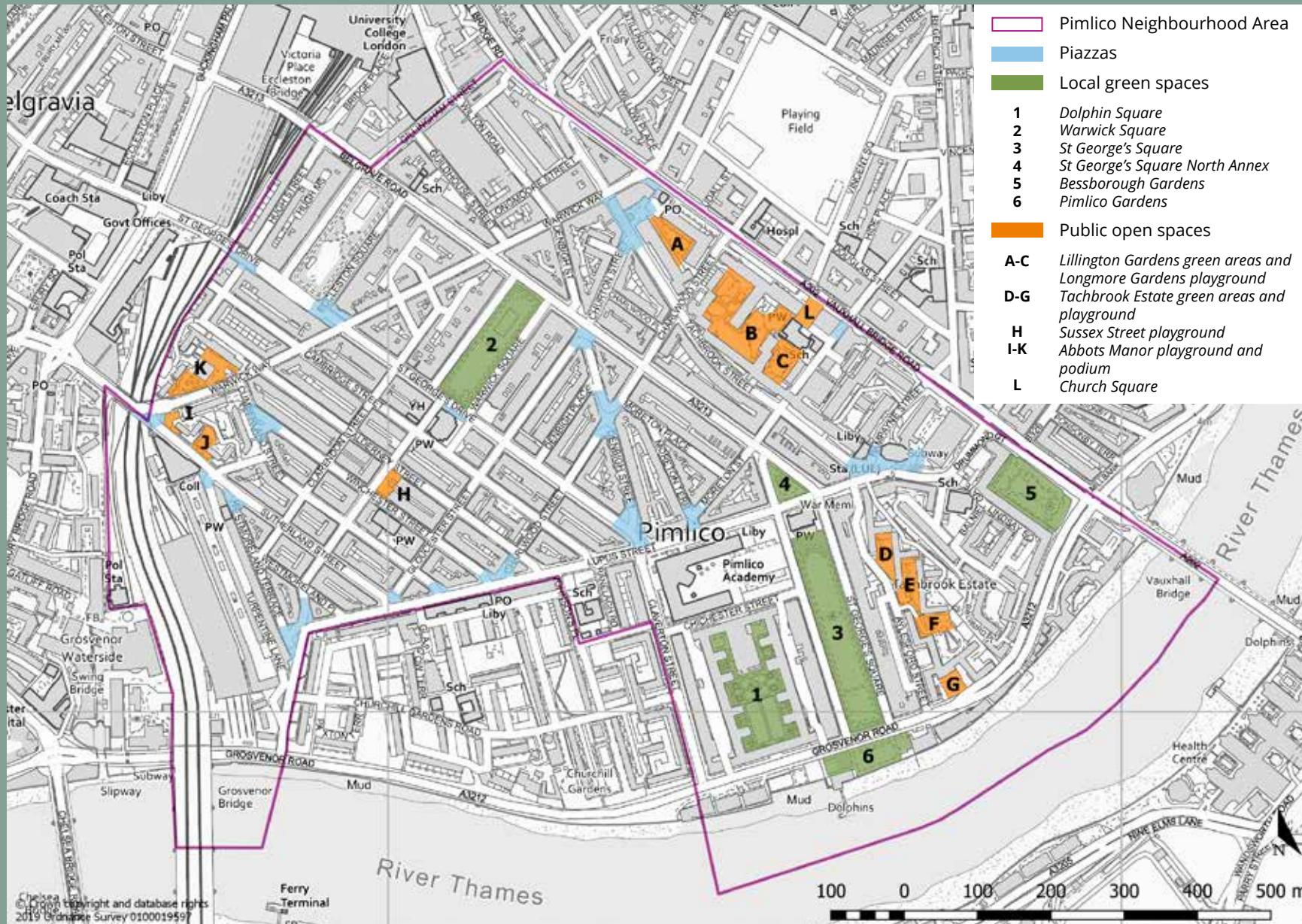


Wilton Road towards Victoria.

- Make more of the informal spaces at junctions
 - Seek to rebalance space in favour of pedestrians and cycling from parking space, where this can be achieved consistently with our economic objectives in the central area where there is a strong need for improvement in the public realm
- 17 The formal open green spaces of Pimlico Gardens, Warwick Square, Eccleston Square, St George's Square Gardens (including the triangular section/north annex and Bessborough Gardens) need protection and any development must be exceptionally justified. Open space within many of the estates needs to be retained for the enjoyment of residents and for the way that it opens up vistas and green spaces for non residents.
- 18 Table 3 sets out where these areas are and their special features

POLICY PIM 17 : Protection and maintenance of local green spaces

- A The six areas shown as Local Green Spaces on the Policies Map are designated as such. (These are Pimlico Gardens, Eccleston Square, Warwick Square, St George's Square, St George's Square north annex and Bessborough Gardens.)
- B Proposals for built development on or underneath these Local Green Spaces must be consistent with policy for Green Belts and should enhance the role and function of that Local Green Space.



LEFT:

Map 8 – Piazzas, green and open spaces

POLICY PIM 18 : Public open space

- A Open spaces within residential estates should be preserved principally for the enjoyment of residents. Provision of infrastructure which enhances this (e.g. seating, landscaping and planting) is encouraged. Improvements to pedestrian accessibility to open up these spaces for the enjoyment of visitors will also be supported.
- B In recognition of Pimlico's deficiency in play space, proposals that would result in the loss of play space will only be permitted if an alternative play space of at least the equivalent size and standard is provided in a location accessible to the community. Any such provision should be made no later than the point at which the existing play space is closed to public use.

POLICY PIM 19 : Crossings from Nine Elms to Pimlico

Proposals for a bridge crossing the Thames between Nine Elms (i.e. the south side of the river between Vauxhall Bridge and Chelsea Bridge) and Pimlico must ensure that the amenity of residents and businesses in Pimlico is maintained. In particular such proposals must demonstrate the following:

- That there is no loss of green space, open space or public realm in the Pimlico Neighbourhood Area as a result of the provision of built infrastructure associated with a bridge, in particular in Pimlico Gardens or St George's Square Gardens. Equally, such development should not compromise the operation of existing users in the area.
- That they would not compromise a continuous Riverwalk along the north bank of the Thames through Pimlico and to neighbouring riverside areas.
- That they would not compromise the operation of the Westminster Boating Base.
- That the increased cycle traffic through the residential areas of Pimlico and Churchill Gardens is properly managed to ensure no conflict with pedestrian movement and other residential activity.
- That the increased pedestrian traffic through Pimlico, especially through St George's Square Gardens or the area adjacent to Pimlico station, is properly managed to ensure pedestrian routes do not become overloaded. This includes expected traffic (pedestrian or otherwise) through residential areas due to events in Battersea that attract large numbers of visitors.

POLICY PIM 20 : Riverside activities

- A Development proposals on or immediately adjacent to the riverside are expected to maintain the open feel of the area, particularly in the areas of public realm. Proposals that enhance the general public's enjoyment of the riverside will be encouraged. These include pop-up cafés, provided they do not impede pedestrian movement.
- B In recognition of its value as a public open space fronting onto the riverside, any development proposals at Pimlico Gardens are expected to preserve its openness. Any such proposals must be of a very small scale and must demonstrably be required to retain it as a community use for the enjoyment of the general public. Proposals that secure activities complementary to the boating base are encouraged.



Westminster Boating Base on the banks of the River Thames.

TRANSPORT AND PUBLIC REALM IMPROVEMENT SCHEMES

- 19 As set out above, the shortage of formal green and open space, the substantial growth in population and the poor quality of public realm (whether in the central area or at the junctions) means the only realistic way of improving the quality of life of Pimlico residents within the area is by a series of improvement schemes. During 2018 and 2019 the Forum has been developing two public realm schemes and has been discussing these with a number of residents groups and 'Living Streets'.
- 20 While these are primarily about works to highways and pavements, they can be supported by planning policies and they would also be a priority for Community Infrastructure Levy receipts as well as existing capital budgets.

DESIGNATE, PROTECT AND IMPROVE NETWORK OF PIAZZAS

- 21 In Pimlico, the network of smaller junction spaces acts collectively as public realm and informal gathering spaces. As such they are important open spaces and need enhancement and improvement. We are seeking to expand the network of 'piazzas' and return these spaces to their original function by limiting their rather unattractive uses in favour of landscaping, planting, seating and (possibly) public art.
- 22 As an example, a large area of open space was created at the junction of Tachbrook Street and Rampayne Street, near Pimlico Station, when the exit from Tachbrook Street was made one-way many years ago. People instinctively congregate here, as can be seen at the end of the Pimlico Academy school day. However, it has been made the site for a public convenience and no fewer than 10 wheelie bins, plus bins for old clothes and defunct electronic items. There is also an unused telephone box containing a telephone that no longer works. This would benefit from appropriate landscaping, which would also help separate residential Tachbrook Street from the traffic on busy Bessborough Street.
- 23 The locations of the piazzas are shown on the Open and Green space Map.

WILTON ROAD/WARWICK WAY CENTRAL AREA TRANSPORT AND PUBLIC REALM SCHEME

WILTON ROAD

- 24 In Wilton Road problems identified by the community are:
 - Narrow pavements, especially near the junction and outside the bus stop on the east side

- Poor design of paving with multiple types of paving stones and insertions by utility companies
- An unattractive environment in the pavement areas owned by landlords, with varying fabric and heights
- An unattractive environment due to waste awaiting collection
- Poor drainage; the road design means there are often large puddles by pavements and corners
- The pavement being in very poor condition in places

WARWICK WAY (BETWEEN BELGRAVE ROAD AND VAUXHALL BRIDGE ROAD)

- 25 Warwick Way is in better condition, with fewer of the problems of Wilton Road, but suffers from:
 - Unattractive signage on some shops
 - Poorly maintained upper parts to some shops
 - Clutter from waste awaiting collection
 - Stop/start traffic and associated pollution as the boundary between the two directions of traffic moves left, then right, then back again
 - Restricted corners where the pavements are too narrow for the volume of people using them
- 26 The following steps would improve matters:

Wilton Road

- Replace paving over time with a uniform paving that can be maintained without harming the appearance
- Pay/encourage landlords to improve their part of the pavement with more consistent materials as a condition of any planning they need
- Widen the pavement at the expense of parking spaces by at least one paving stone on each side. Parking for deliveries would need addressing, perhaps along the lines of Elizabeth Street
- Enforce existing signage policy or even fund improved signs
- Remove unnecessary clutter (and prioritise new necessary infrastructure to the side streets)



- Permit streetside cafés; residents are very appreciative of tables on the pavement where pavements are wide enough
- Restrict the clustering of fast food takeaways

Warwick Way (between Belgrave Road and Vauxhall Bridge Road)

- Pavement widening, at the sacrifice of parking space, to create a better retail and café environment
 - Improved enforcement of signage
 - Potentially consider a scheme for the whole of Warwick Way between Belgrave Road and Vauxhall Bridge road to smooth the traffic flow and avoid the lane changes currently necessary
 - Review traffic signal timings, which are not pedestrian friendly at present
 - Permit outdoor café seating
- 27 The pavement widening and improvement are a priority for CIL and for S106 expenditure.

Other Streets

- 28 In the long term, and especially if there is any major development in the locality, pedestrian space on Claverton Street should be increased. Longmoore Street between Wilton Road and Upper Tachbrook Street needs comprehensive improvement and maintenance.
- 29 Streets with very little traffic would benefit from a more pedestrian and cycling-focused design. For example, Moreton Street has the potential to become a greater focus for antique and design shops; it could be semi-closed to traffic, allowing restaurants to expand over the new pavement area, which would then attract more restaurants.

LEFT TO RIGHT:
Telephone boxes in Belgrave Road.
Moreton Street has the potential to be more pedestrian focussed.
Cafe life at Delizie D'Italia in Lupus Street

POLICY PIM 21 : Public realm

- A Proposals on or adjacent to the public realm are expected to enhance it, particularly where this rebalances space in favour of pedestrians over vehicle parking. In particular, proposals should take opportunities to reduce street clutter created by physical infrastructure. This includes:
- a - Removal of telephone boxes (other than the red telephone boxes of the Giles Gilbert Scott design) that are no longer in use for their original purpose
 - b - Removal of utility cabinets that are no longer required or relocation to underground or adjacent buildings
 - c - Provision of dedicated, fixed non-recyclable and recyclable waste collection infrastructure of a design, colour, material and scale in keeping with the character of the area
 - d - Provision of sufficient short-stay cycle parking particularly for visitors to retail and office premises. Where it is not possible to provide suitable short-stay cycle parking off the public highway, identifying an appropriate on-street location for the required provision. This may mean the reallocation of space from other uses such as on-street car parking
 - e - New developments providing cycle parking in line with the London Cycle Design Standards



The cluttered junction of Denbigh Street, Gloucester Street and Belgrave Road.

- B Paved areas (plus the additional areas) at the following junctions as shown on the Policies Map are designated as 'piazza spaces', including:
 - a - St George's Drive and Warwick Way
 - b - Denbigh Street, Churton Street and Belgrave Road
 - c - High Street and Elizabeth Bridge
 - d - Sutherland Street and Lupus Street
 - e - Denbigh Street and St George's Drive
- C Development on the piazza spaces is expected to enhance its function as a public space and will generally be restricted to landscaping, planting, seating and small public art installations. Development which requires the siting of waste and recycling infrastructure, cycle racks, public vehicle charging points and other street furniture not intended for use by the general public on the piazza space is expected to be located on the periphery of the space, avoiding the main areas dedicated to pedestrian footfall and congregation. Proposals to reduce such existing clutter on the piazzas are encouraged.



The Junction of Wilton Road and Warwick Way.

POLICY PIM 22 : Wilton Road/Warwick Way public realm

Proposals to increase pedestrian footfall in the Wilton Way/Warwick Road shopping area will be supported. In particular, proposals are encouraged to address the following:

- A Highway works that create additional footway space, provided this does not increase traffic congestion.
- B Design pavement space to allow pavement seating for cafés, provided this does not impede pedestrian movement.

RENEWABLE ENERGY

- 30 Residents were concerned about air quality and pollution on the roads and more generally in our area. They were concerned about the implications for public health. We were encouraged from the start to consider issues of sustainability. While levels of NO₂ and particulates are primarily determined by transport energy demands and the fuel mix, household and business consumption of gas is likely to be the next major contributor. It follows that we should be seeking to take advantage of the opportunities any major development provides to improve the position on emissions, or at least stop things getting worse.

POLICY PIM23 : Renewable energy

- A To mitigate emissions that worsen climate change it is essential that buildings in the Pimlico Forum Area minimise energy use and maximise energy efficiency and the production and use of renewable energy to meet their needs.
- B Major development must minimise energy use and maximise the proportion of energy used from renewable sources, and medium development and substantial refurbishment of existing buildings is also encouraged to do so. Such development should consume significantly less non-renewable energy than the development it replaces. Such development should:
 - a – Demonstrate that it has taken all reasonable steps to minimise energy use and maximise energy efficiency;
 - b – Demonstrate that systems have been designed to operate at optimum efficiency e.g. low return water temperatures
 - c – Facilitate the reduced use of unregulated energy on site where technically feasible and commercially viable
 - d – Maximise the proportion of renewable energy generated on site, consistent with local amenity, design and heritage policies in this plan
 - e – Facilitate the maximum use of renewable energy from off-site sources, for example by the provision of space for battery storage (that also takes fire risk into account)
 - f – Be future-proofed where practical
- C If renewable energy cannot reasonably be used, then gas boilers achieving the lowest dry NO_x emissions (measured at 0% excess O₂) should be selected.
- D Where back-up generators are provided, alternatives to diesel generators should be considered to minimise impact on air quality.
- E Development seeking to comply with sustainability standards is encouraged to maximise electricity usage over other forms of energy generation that can have adverse impacts on air quality.

TABLE 3: OPEN AND GREEN SPACES

	LOCAL GREEN SPACE	Location	What are the features?	Why special?
			These are all modestly size areas, surrounded by built-up developments, many units of which have little or no open space and certainly nothing suitable for children. They are therefore a) in reasonably close proximity to the community each of them serves and b)) local in character and not an extensive tract of land and thus have been chosen to be designated as local green spaces.	Are they demonstrably special to a local community and holding a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of wildlife?
	Eccleston Square Gardens	Eccleston Square, bounded by Belgrave Road and St George's Drive	Private garden square, wholly within Pimlico Conservation Area. Registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by Historic England for its special historic interest	Breaks up Pimlico Historic Conservation Area with green space and shrubs. Provides views of very fine planting and defines the setting of Eccleston Square. Several 1834 plane trees are believed to have survived. Provides use and enjoyment for some residents and green views for others in an area with very few green spaces in private gardens or outside spaces for flats
	Warwick Square	Warwick Square, bounded by Belgrave Road and St George's Drive	Private garden square, wholly within Pimlico Conservation Area. Registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by Historic England for its special historic interest	Breaks up Pimlico Historic Conservation Area with green space and shrubs. Provides views of very fine planting and defines the setting of Warwick Square. Provides use and enjoyment for some residents and green views for others in an area with very few green spaces in private gardens or outside spaces for flats
	St George's Square	St George's Square gardens, bounded by Grosvenor Road and Luples Street	City of Westminster public square, open to all	It is the only open space in Pimlico that can host Pimlico-wide fêtes, festivals and similar. It acts as a back garden and running around and play space for children (including schoolchildren) and is therefore unique to the area. It hosts the annual SW.est and is used by local schools. Dog walking area
	St George's Square north Annex	Bounded by Belgrave Road, St Georges Square and Luples Street	Closed to the public, contains ventilation shaft for Victoria Line	Provides setting for St Saviours and relieves the hard urban environment of Belgrave Road and Luples Street
	Bessborough Gardens	Bounded by Vauxhall Bridge Road, Grosvenor Road, Lindsay Square	Open to the public	Well maintained and landscaped, acts as a back garden for Pimlico residents and relieves the environment of Vauxhall Bridge Road
	Pimlico Gardens	South of Grosvenor Road/St George's Square	Open to the public, wholly within Pimlico Conservation Area.	Very special: the only garden of usable scale adjacent to the riverside between Victoria Embankment and Chelsea Bridge. Hosts Westminster Boating Base and is used for leisure (jogging, park benches etc). Enables residents of Pimlico, uniquely, to relax and enjoy the riverside protected from Grosvenor Road

	PUBLIC OPEN SPACE	Location	What are the features?	Why special?
	Dolphin Square Gardens	Within Dolphin Square 1937 block of flats	Open to the public, wholly within Dolphin Square Conservation Area. Registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by Historic England for its special historic interest	Well maintained and landscaped, acts as a back garden for Dolphin Square residents in an otherwise highly urban developed environment
	Lillington Gardens green areas and Longmoore Gardens playground	Within Lillington and Longmoore Gardens Estate, playgrounds and open green spaces		Acts as recreational space for the residents of the estate where very few of the individual units have private open space or sufficient children's play area
	Tachbrook Estate green areas and playground	Within the Peabody Tachbrook Estate, playground and green areas		Acts as recreational space for the residents of the estate where very few of the individual units have private open space or sufficient children's play area
	Sussex Street playground	Bounded by Sussex Street, Alderney Street and Winchester Street	This is a playground formed out of what had been a bomb site. It is owned by the council but is closed to the general public	This play space is ideally placed to make a significant contribution to the northern part of our area, which has less access to public open space. It used to be open to residents as a playground. Regrettably, despite being owned by WCC, it has now been closed to the public. It is, however, used by the children of local private schools. This seems a far from ideal arrangement, particularly at a time when private schools are being encouraged to reach out to the community, rather than monopolise community resources for their own benefit
	Playground in Abbots Manor south and podium in Abbots Manor north			Acts as recreational space for the residents of the estate where very few of the individual units have private open space or sufficient children's play area
	Church Square	West of Vauxhall Bridge Road: open space bounded by One Church Square, St James the Less and Lillington Garden Estate	Open to the public	Provides a set back from the busy Vauxhall Bridge Road for the residential part of Pimlico and open amenity/gathering space that is much lacking in Pimlico. Provides a recognizable square with public access and hence a significant space that feels owned by the local public

Chapter 6 : LARGER SITES INCLUDING THE QUEEN MOTHER SPORTS CENTRE BLOCK



BACKGROUND

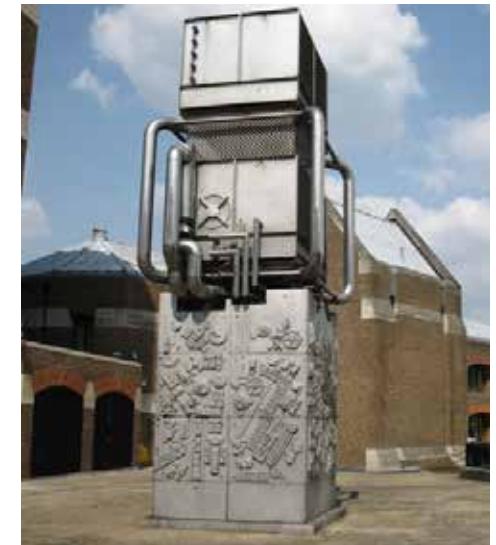
- 1 Almost all the central part of Pimlico was laid down before the First World War. There was subsequent major development around the edges of the Pimlico Conservation Area/Peabody Avenue in both the inter-war period (Dolphin Square and the Tachbrook Estate), and in the post-war period, with much distinguished council/social/affordable housing in Lillington and Longmoore Gardens, Abbots Manor Estate, the Dolphin Living development and the Haworth Tompkins building in Peabody Avenue and market housing in the Bessborough Gardens development and Crown Reach.
- 2 Much of this twentieth century development is within a conservation area or, in recognition of its importance, substantially forms its own conservation area. It is therefore subject to strong levels of protection which should mean that significant demolition and redevelopment will not happen here and should certainly limit the scale of any redevelopment.
- 3 We are not seeking in this plan to put forward specific proposals for major development, but the plan does need to guide developers and architects and respond to proposals for the development of major sites.

BIG SITES

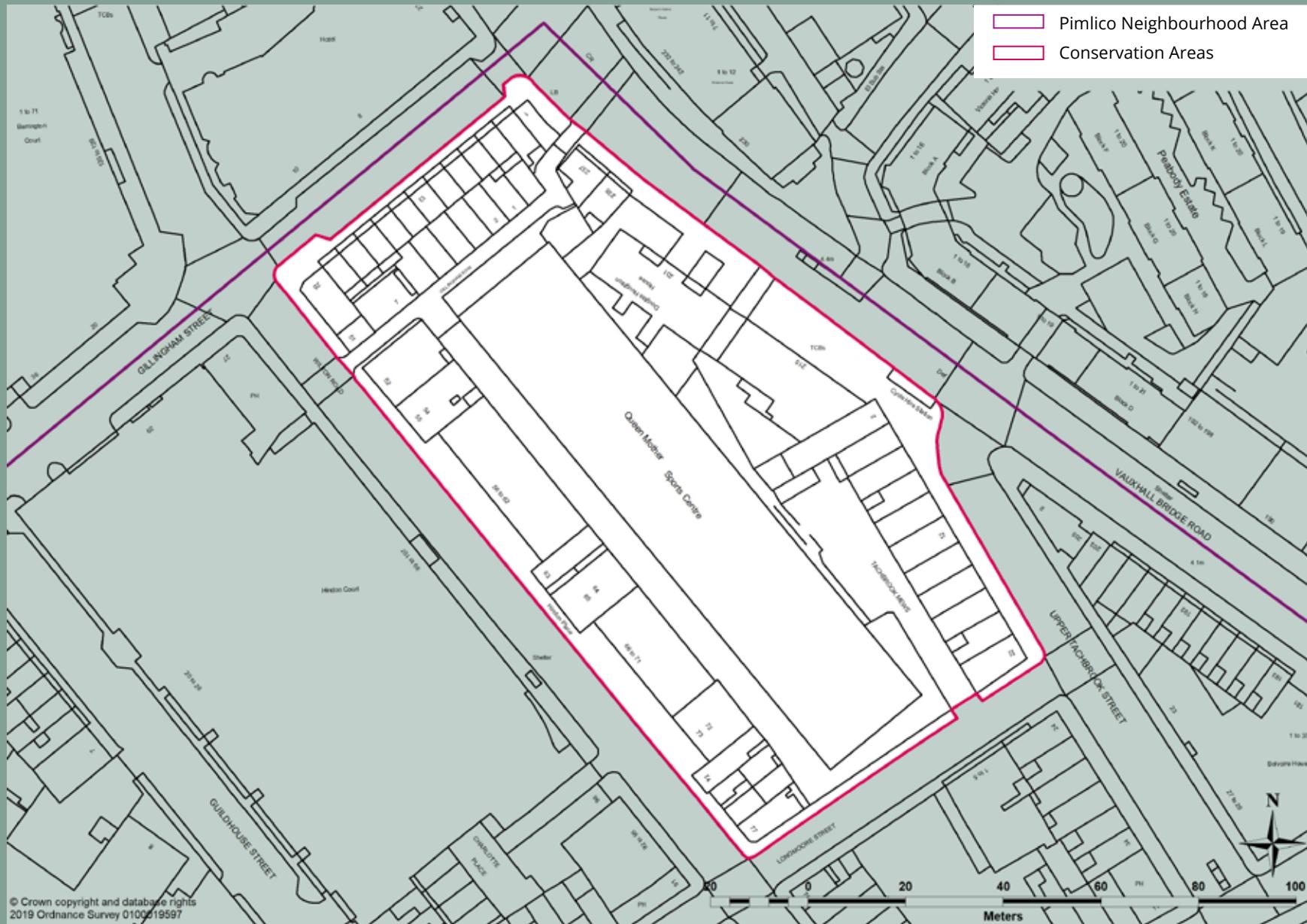
- 4 The larger developments on the periphery of the historic area have generally paid much attention to the open spaces provided primarily for the benefit of residents (e.g. the gardens at Dolphin Square and the internal courtyard gardens and playgrounds for Lillington and Longmoore Gardens and Bessborough Gardens). These also contribute to the open space needs, or at the least the experience, of other residents of Pimlico.
- 5 In the general view of the Pimlico community, the best post-war development has been well integrated into the local area and streetscape, despite being of a large scale and having involved creating new streets and access routes. Good examples are Lillington and Longmoore Gardens, Bessborough Gardens, Haworth Tompkins Building and the Dolphin Living development. They are all well designed both at detail level and in the large frontages they create. They have allowed continuation of the historic layout of streets, are well integrated into it and have created new genuinely public realm areas and squares. For example the Lillington and Longmoore estate allows the continuation of Charlwood and Moreton Streets through the estate and recreates, as a pedestrian route, the eastern end of Churton Street. It also opens up garden views from Charlwood Street. Dolphin Living creates and frames a fine piazza with St James the Less, while allowing a through route. Both developments open up views and create variety in the streetscape, in a way that a barrier block could not. They are permeable.

- 6 The height of these developments has also been carefully considered in relation to the surrounding areas. Developers (primarily social landlords) have sought to equal the height of existing developments, rather than maximising floorspace at all costs, and have thereby created a community feel between buildings. These are challenges for the development of bigger sites that have been well met.
- 7 Some other larger developments have not created accessible places and routes. For example, although the Tachbrook Estate is well landscaped and provides good public realm for its residents, it is not integrated well and the south end of Queen Mother Sports Centre exiting on Longmoore Street has created an unsightly and unappealing front requiring very active management.
- 8 The height of buildings developed on larger sites outside our area have had an unpleasant effect on both setting and some historic views, so development on big sites in particular must avoid such problems in our area. Some of the taller buildings that have been developed in Pimlico (Panoramic Tower, Glastonbury House and Crown Estate development over Pimlico station) are unobtrusive and do not disrupt historic views in the way that some later developments have.
- 9 The use of sites outside the Central Activities Zone frontages will be very largely for residential use with any commercial use being for very local needs, so residential areas can maintain their peaceful yet vibrant feel.

- 10 To complement the conservation areas and provide development of a quality that will improve Pimlico and enhance the village feel (and address some of the problems experienced with some of the post-war developments), the following matters are important and would benefit the area if they were addressed:
 - Integration well with the existing streetscape
 - Avoiding the creation of disruptive physical barriers between parts of Pimlico and maintaining and enhancing the sense of permeability and well-maintained public realm
 - The relationship in design terms with surrounding conservation areas,



The listed Paolozzi Sculpture outside Pimlico Station.



LEFT:
Map 9 – Queen Mother Sports Centre

- listed buildings and the open skies that are characteristic of our area
 - Access to the riverfront (including Pimlico Gardens) for the benefit of the great majority of Pimlico residents
 - The relationship of scale and form to the streetscape of the surrounding areas
- 11 In addition, we consider that the area around Pimlico station has potential to create a greater focus, or sense of public realm. It is a comparatively large open area with high quality architecture surrounding it. Any development on or adjacent to it needs to enhance the open space, whilst preserving the listed building, the listed Paolozzi sculpture and considering the positive contribution of the maternity unit and the two terraces in Lupus Street.

QUEEN MOTHER SPORTS CENTRE BLOCK

- 12 The QMSC site and the surrounding block are of great interest and proposals at various stages of development have been considered. It is therefore considered necessary to develop policies that can respond to any application here.
- 13 The current situation is as follows:
 - The block has been substantially developed piecemeal in the post-war period. There are interesting historic buildings which make a positive contribution to the area; the parade in Upper Tachbrook Street, the Patisserie Valerie building and the Gillingham Street terrace are all attractive
 - The two 1950s parades on the east side of Wilton Road are inoffensive and the set back makes a positive contribution, enabling outdoor dining and a more open aspect. However the pavement elsewhere is narrow and messy, especially near the bus stop
 - The Longmoore Street frontage is extremely messy, the pavement is in a poor condition and the view to the rear of the Sports Centre is not attractive
 - The parade on Upper Tachbrook Street has had mixed success with void periods for some shops and some longstanding businesses closing. But the shops have eventually been re-let and provide suitable locations for less profitable or start-up businesses, with some notable successes among new and old businesses
 - The restaurants and shops on the east side of Wilton Road are generally successful and long standing
 - The Queen Mother Sports Centre is highly valued. It is the biggest community sports facility in the Pimlico (and Victoria) area and is used by schools, residents and workers. Our November 2017 consultation showed that it was greatly appreciated and the facility much needed
- 14 We want to see this block, as a large part of the central area, thriving and meeting the shopping, dining and leisure needs of Pimlico and other residents. It is therefore very important to improve the public realm in Wilton Road and Warwick Way.
- 15 There is no evidence of a pressing case for large-scale redevelopment of the Queen Mother site on the grounds of improvement of the physical environment alone, as this could potentially be achieved by other means. If there were to be significant proposals, it is vital that they should demonstrate how they meet the objectives and vision for the central area and address the problems set out above:
 - If there is to be significant development, it should support continuation of a sports facility of comparable scale and function, but not become a destination for more than Westminster or of London-wide importance as that would risk bringing too much traffic into the area
 - An office development meeting the needs of smaller businesses could bring a modest increase in footfall and support a more vibrant retail environment and therefore should be encouraged
 - Any retail units should be small enough (i.e. single frontage) to support independent units rather than national multiple chain stores. A proliferation of such chain stores would have a detrimental impact on the vitality of the existing retail offer of Pimlico
- 16 The boundaries (Upper Tachbrook Street and Gillingham Street) are historic and mark a change to the smaller scale, village feel of Pimlico from outside. Redevelopment of any of this block needs to reflect this boundary and avoid any sense of dominating the historic area south of Warwick Way or west of Guildhouse Street.
- 17 The Sainsbury's building is an example of the problems that arise through an excessively tall building with design that is not in keeping with the character of the local area. It is very bulky in its elevation for as much as three storeys above street level. It contributes to the cramped feel of Wilton Road and does not enhance the view of the sky, having missed opportunities for open space and breaking up a big block (or setting it back from Wilton Road). The Park Plaza hotel also fails to complement the historic streetscape in which it sits and just leaves a sense of bulk and weight.
- 18 The greatest concern would therefore be the height of any redevelopment and its effect on the setting of the Pimlico Conservation Area. The open, low level aspect of the north/south view down Denbigh Street and the low level roofline of Warwick Way need to be maintained to avoid encroaching on the historic area. Opening up the site to provide some public realm and to improve the sense of space in Wilton Road would be positives that a development of this site could provide.
- 19 We have considered the role that residential development might play. It is notable that the Sainsbury's building has a residential community that seems very much cut

off from Pimlico; it has a feeling of isolation and is physically inward looking, whereas Pimlico village typically has streetscapes where residential units have a neighbourly relationship to the street – a very happy aspect of the village. Any significant residential development should have some identifiable public space at street level that is not predominantly shared with people mainly looking to access shops and offices. For this reason we do not welcome significant residential uses.

POLICY PIM 24 : Major development sites

- A Proposals for all types of major development (including refurbishment, demolition and either partial or full redevelopment) must be justified against the following criteria:
 - a - The height, bulk and massing of any proposals should respect the scale and character of the local built environment, in consideration of identified local views. It should maintain and enhance neighbouring residential amenity and all other relevant material considerations.
 - b - The design should demonstrate a positive relationship with neighbouring conservation areas and listed buildings. It should also demonstrate that the built development will maintain the open skies that are characteristic of Pimlico.
 - c - Development must integrate well with the existing streetscape and not create disruptive physical barriers to pedestrian movement.
 - d - Development should maintain and enhance permeability, principally in the form of permanent public pedestrian routes that ideally are routed through the site.
 - e - Development should include the provision of publicly accessible open and green space as part of comprehensive landscaping proposals to enhance the local environment. It shall be ensured that all such provision shall be capable of being easily maintained

MAJOR DEVELOPMENT SITES IN SPECIFIC LOCATIONS

- B Any major development proposals on sites adjacent to the riverside should improve public access to the riverfront or provide or enhance public realm by the riverfront. In addition, any such development must recognise the particular sensitivity of the riverside area to the 'barrier wall' effect that high development is likely to create.
- C Any major development proposals around or adjacent to Pimlico station should enhance the public open space serving the area, whilst preserving the listed buildings, the listed Paolozzi sculpture and considering the positive contribution of other adjacent properties.

QUEEN MOTHER SPORTS CENTRE

- D Any major redevelopment proposals for the Queen Mother Sports Centre block (bounded by Gillingham Street, Upper Tachbrook Street, Longmoore Street and Wilton Road) are expected to address the following matters:
 - a - As a fundamental part of the central area of Pimlico, proposals must ensure that they will enable the area to thrive as a destination that meets the leisure, shopping and dining needs of Pimlico and other local residents. Such a mix should not provide any net increase in Class A1/A2 retail floorspace and any loss of existing retail units should be re-provided at appropriate rents in order to address the needs of current occupiers.
 - b - The existing role of the centre as a sports facility with a swimming pool should be retained. Any redevelopment proposals must ensure that re-provision of the sports facility is of at least a comparable scale to the existing provision and its function continues to be as a facility serving local and Westminster needs.
 - c - Proposals should complement and, as appropriate, contribute towards the improvements to the public realm in Wilton Road/Warwick Way identified in Policy
 - d - Development should create permeability within the site by providing a permanent public pedestrian route through from Wilton Road to Vauxhall Bridge Road or open up public spaces accessible from Wilton Road.
 - e - In addition, the following uses will be supported:
 - Office uses (Class B1a and B1b) which meet the needs of small and micro-businesses. The design would be expected to ensure that the subsequent amalgamation of units into a single larger unit is not possible.
 - f - Significant residential uses are not considered to be acceptable.

Chapter 7 : COMMUNITY INFRASTRUCTURE LEVY AND S106 PRIORITIES



- 1 It is important that the impact of development is addressed appropriately through the use of developer contributions (Section 106) and the Community Infrastructure Levy (CIL) or any successor levy on development. The use of CIL funds in accordance with national guidance by Westminster City Council (the charging authority) and, if applicable, Section 106 funding, to address infrastructure issues that impact on the community of Pimlico will therefore be supported.
- 2 The Forum is keen to influence the way in which CIL contributions are spent in the area to the full extent of its powers under national legislation and planning guidance.
- 3 CIL is intended to fund the provision, improvement, replacement or maintenance of infrastructure required to support development in an area. This could include transport infrastructure, local amenities such as parks, community centres, schools and health facilities.
- 4 Whilst CIL monies are retained by WCC, the authority is required to put aside a 'neighbourhood portion' of the CIL collected in each neighbourhood – 15% of the amounts paid (capped) in respect of local development and 25% (uncapped) in places where there is a Neighbourhood Plan. This portion is to be spent on infrastructure or 'anything else that is concerned with addressing the demands that development place on an area'.
- 5 Wanting direct involvement in decisions about CIL spending is one of the main objectives of the Forum. National Planning Practice Guidance (NPPG) makes clear that WCC must agree with neighbourhoods how the neighbourhood portion of the CIL collected in each neighbourhood will be spent. WCC Cabinet confirmed its proposed governance arrangements for the Westminster CIL and the remaining 'pooled' resources secured through section 106 agreements.
- 6 Our priorities reflect the fact that Pimlico is already highly developed and public space is at a premium. Apart from the small number of formal public spaces (the garden squares, whether public or private and the small playgrounds in the housing estates), enjoyment of public space is limited to the streetscape, street pavements or the small public spaces formed as a result of the successful traffic management schemes of the 1970s. It is therefore important to us that these spaces should be preserved, extended where this fits in with other policies and enhanced. Above all they should be well maintained; consultees have stressed the importance of 'looking after what we already have' as well as enhancements in the few cases where these are possible.
- 7 The Forum has therefore proposed the following priority projects for spending of CIL monies generated within the area and any other monies raised from development by any successor mechanism to CIL or other funding from developers e.g. s106 agreements or other planning obligations:
 - Public realm enhancement schemes in the Central Area to address the problems set out in the Transport and Environment chapter
 - Maintenance and improvement of the piazza junctions
 - Other street improvement schemes
 - Maintenance of other footways
 - Street tree planting
 - Hanging baskets
 - Public art
 - Arrangements for securing waste bins and reducing the negative impact of waste collection
- 8 The Forum intends to review the spending of CIL, and CIL priorities through regular meetings of its Board (and discussion at its AGM).
- 9 Any proposed changes to the CIL spending principles or priorities will be published for comment by the community and other interested parties. Once finalised, any updated list will be published on the Forum's website and in relevant literature.





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