

Environment and Customer Services Policy and Scrutiny Committee

Date:	18th January 2016
Classification:	For General Release
Title:	Nine Elms to Pimlico Pedestrian/Cycle Bridge Proposal
Report of:	Graham King, Head of Strategic Transport Planning and Public Realm
Cabinet Member Portfolio	Councillor Heather Acton, Cabinet Member for Sustainability and Parking Councillor Robert Davis MBE DL, Deputy Leader and Cabinet Member for the Built Environment
Wards Involved:	Tachbrook and Churchill wards
Policy Context:	Westminster's City Plan (2013), the Mayor's London Plan and the Vauxhall Nine Elms Battersea Opportunity Area Planning Framework
Financial Summary:	There are currently no financial implications arising from the recommendations of this report.
Report Author and Contact Details:	Hilary Skinner, Growth Planning and Housing hskinner@westminster.gov.uk 020 7641 2531

1. EXECUTIVE SUMMARY

- 1.1 A new pedestrian / cycle bridge is being proposed by the Nine Elms Vauxhall Partnership to link Nine Elms Wandsworth to Pimlico.
- 1.2 Wandsworth Council's recent International Design Competition has resulted in them selecting a team of architects and engineers capable of producing a viable bridge design. The competition was not to select a final design.

- 1.3 The promoters of the scheme are now working with this design team to take forward proposals for the bridge.
- 1.4 Whilst no formal public consultation has been carried out on the concept of a new bridge landing in Pimlico, and no formal application has been made to the Council, a significant sum (£26m) has already been secured from developments by Wandsworth in Nine Elms to fund the bridge.
- 1.5 Wandsworth Council are supportive of a new bridge for the benefits that it would bring to the Nine Elms area – opening up connections to Pimlico and beyond, however significant concerns have been consistently raised by Westminster's residents over the likely detrimental impact that the bridge would have on the north side of the River and a petition was recently submitted to Westminster's Council meeting on their behalf.
- 1.6 Officers remain unconvinced of the need for a new bridge in this location and have serious concerns about the likely impacts that a combined pedestrian / cycle bridge landing in Pimlico would likely have. Many residents in SW1 have made clear their concerns and opposition to the proposal.
- 1.7 This report and the meeting on the 18th is the first part of the Committee's consideration of a series of meetings to review the project.

2. KEY MATTERS FOR THE COMMITTEE'S CONSIDERATION

- 2.1 The purpose of this report is:
- i. To provide an update to the Committee on the Nine Elms to Pimlico Pedestrian / Cycle Bridge project and Bridge Design Competition.
 - ii. To provide background information for the launch of the Environment and Customer Services Policy and Scrutiny (EP&S) Committee's inquiry into the project.
 - iii. To seek agreement for future committee meetings to further discuss these matters.

3. BACKGROUND

Background to the Project

- 3.1 A new pedestrian / cycle bridge is being promoted by the Nine Elms Vauxhall Partnership, whose members include Transport for London (TfL), the Greater London Authority (GLA) and the Leaders of Wandsworth and Lambeth Councils, to improve the connectivity of the Vauxhall Nine Elms Battersea area, where a significant amount of major infrastructure and building works are underway and planned.
- 3.2 The proposed bridge was the subject of a report to Westminster's Environment Policy and Scrutiny Committee in June 2014. At that time the project was being promoted by Transport for London (TfL) through a feasibility study on behalf of the Partnership, who are ultimately promoting the scheme.

- 3.3 The promoters' intention is to provide a new river crossing linking the major developments in the Vauxhall Nine Elms Battersea Opportunity Area (VNEB OA) to Westminster. Further background information as supplied by the Partnership in 2013 is attached as Appendix A to this report.
- 3.4 Whilst no formal consultation on this project has taken place, and no application has been submitted to us, most recently Wandsworth Council procured an international design competition to find a team of architects and engineers capable of producing a viable design for a new pedestrian / cycle bridge between a site on Nine Elms Lane in Wandsworth and Pimlico Gardens, Westminster. The site proposed for the purposes of the competition is indicated in Appendix B to this report.
- 3.5 74 competition entries were received and in November 2015 a design team led by Danish Architects Bystrup were announced by Wandsworth Council as being the design competition winners. The full winning team includes Bystrup, Robin Snell & Partners, Sven Ole Hansen ApS, Aarsleff, ÅF Lighting Aecom, COWI Engineering and DP9.
- 3.6 Their winning design is attached in Appendix C. It should be noted however the design competition was about selecting a *team* rather than design or location, both of which could still change. Westminster City Council officers provided technical input into the design competition process to outline the Council's concerns, but were not party to the final decision and do not support the overall proposal or a new bridge being built in the Partnership's chosen location.
- 3.7 Despite strong opposition to the proposals, including from Westminster's residents, the Nine Elms Partnership announced in December 2015 that they will be working with the winning team to determine the next steps in this project and how to take it forward.

Opposition to the Proposal

- 3.8 Both shores of the River have very distinct characters: with the well-established residential communities, green public open space, listed buildings and statues, and conservation areas on the north shore; with a major development site which will include high density mixed use buildings, flats, Embassies and associated town centre uses on the south shore, the Planning Framework for which envisages the delivery of 16,000 new homes and up to 25,000 jobs by the early 2030s.
- 3.9 Westminster officers have continued throughout to raise a number of concerns on numerous occasions, about the proposed bridge, in particular about its currently proposed landing site in Pimlico Gardens, namely in terms of its likely detrimental impact on residential amenity, on the road network and on the environment on the north side of the river where there would likely be a significant impact on the existing public open and green space in Pimlico Gardens which is protected both as public open space and as part of the Pimlico Conservation Area. A summary of Westminster's Planning Policy Framework is set out in Appendix G to this report and includes details of the relevant listed buildings, statue and conservation areas.

- 3.10 Such is the level of concern locally about the bridge's likely impact that applications have been submitted for both Pimlico Gardens and neighbouring (to the north) St. George's Gardens to be designated as assets of community value to protect them from detrimental development. These are currently being considered by officers.
- 3.11 Whilst public exhibitions of the competition entry designs were held during Wandsworth's design competition, to date no formal public consultation on the proposed bridge has taken place and we understand that Westminster's residents have felt unable to raise their concerns over the proposals in a constructive way.

Why is it being proposed?

- 3.12 Under London Plan policy 6.4 the Mayor of London sets out his commitment to enhancing London's transport connectivity, including by working with strategic partners to improve public transport in London to support regeneration priority areas by (amongst other things) providing new river crossings.
- 3.13 In 2013 TfL, to meet the Mayor of London's manifesto pledge to assess the feasibility of a new bridge in this location, carried out initial feasibility studies into this matter. Their resulting business case estimated that with a new pedestrian / cycle bridge linking Nine Elms to Pimlico that journey time savings of circa 7 minutes for pedestrians and less than 1 minute for cyclists could be achieved compared to using routes across existing bridges – namely Vauxhall and Chelsea bridges. As such Westminster officers were at that time, and remain, unconvinced of the need for a new bridge in this location.

Alternative Connections

- 3.14 The promoters consider there is a transport need for a new bridge in this location and have indicated, through promotional materials produced during the planning stages of the Nine Elms schemes, that a new bridge would be built here, however alternative public transport improvements are already planned and underway in the Vauxhall Nine Elms area, with the new Cycle Superhighway 5 having recently opened on Vauxhall Bridge (immediately to the east of the proposed new bridge location) providing improved facilities for cyclists travelling between Vauxhall/Nine Elms and Westminster (see Appendix D).
- 3.15 Additional interventions are proposed by TfL in Vauxhall to revert the current gyratory system around the bus station into 2-way working, which would reportedly lead to a journey time reduction in buses from Vauxhall to Victoria of 2-3 minutes, where the current bus journey time is circa 17 minutes.
- 3.16 Similarly currently under construction improvements to the underground system will better connect Nine Elms and Battersea into Westminster with works to the Northern Line Extension (NLE) reported as being well underway (also shown in Appendix D). Together these projects will enhance the area's connectivity and potentially lessen the need for the proposed new river crossing. The NLE for example is intended to cut journey times to the West End and the City to just under 15 minutes. Additional crossings are proposed elsewhere in London, however the Nine Elms location was the first to propose a pedestrian and cycle only option.

- 3.17 TfL's recently published (November 2015): 'Connecting the Capital' publication outlines 13 locations where Thames crossings are being considered, are permitted, or are currently under construction. These include road crossings, underground rail extensions, ferry services and also the proposed Nine Elms to Pimlico pedestrian/cycle Bridge.

The Nine Elms Bridge is referred to in the report as being a key component of plans for the regeneration of Nine Elms on South Bank. The document states that the proposed bridge would: *"improve access to and from the 16,000 new homes and 25,000 jobs being created in this growth area and open up jobs, homes, leisure opportunities and transport links for people on both sides of the river."*, and highlights the TfL Feasibility Study findings that indicate that by 2031, daily demand for the proposed bridge: *"could be up to 9,000 pedestrians and 9,000 cyclists per day – making it London's 8th highest used pedestrian crossing and the 6th highest used cyclist crossing."*

- 3.18 Amongst the concerns that residents have raised is the likely impact that the proposed bridge would have on the public open space of Pimlico Gardens. Alternative locations for the proposed pedestrian/cycle bridge, should its need be proven, have been suggested including adjacent to the unlisted Grosvenor Rail Bridge, to the west of its currently proposed location. This is felt to provide a more direct route for cyclists from Nine Elms and Battersea straight into Victoria and would potentially have less of a detrimental impact on the local neighbourhoods in Pimlico and on public open spaces. However further work is required to identify need and impact of any specific proposal.
- 3.19 Officers feel that this option should be considered to enable a proposed bridge, if it must land in Pimlico, perhaps to cater for the needs of pedestrians only and be more slender as a result and have less of a visual and environmental impact. Although options for a new crossing adjacent to Grosvenor Bridge were considered by TfL through their initial feasibility study testing, these options have not been taken forward by the Nine Elms Partnership or Wandsworth Council to date.

Local Opposition

- 3.20 In addition to strong local resident objections, there is cross party and cross ward support for the project to be scrutinised before, if it must be, it is taken any further.
- 3.21 All of the Churchill and Tachbrook ward councillors have raised significant concerns about the proposals as they stand and the Leaders of Pimlico FREDA (the Federation of Pimlico Residents Associations) and the Dolphin Square Residents Associations have both signed a petition seeking the Leader of Westminster Council's support in opposing the proposals. This was submitted to Full Council by Tachbrook Ward Councillor Angela Harvey on 11th November and as is the subject of a separate Cabinet Member Report, a report on which is due in the New Year.
- 3.22 A copy of the petition was sent to the Leader of Wandsworth Council and is attached as Appendix E to this report. This petition has been signed by Edward Reeve, Chairman of the Pimlico Federation of Residents Associations and Nick Walker, of the Dolphin Square Tenants Association who together represent 17 local residents associations, covering Tachbrook, Warwick and Churchill wards, and

follows a similar petition signed by more than 1,500 people that was presented to the Mayor.

- 3.23 In response to the petition, the Leader of Westminster City Council announced at Full Council in November that there would be a public inquiry into the proposed bridge in 2016 and that this will be chaired by Cllr Adams, through his role as Chairman of the Environment and Customer Services Policy and Scrutiny Committee. This is the subject of this report.
- 3.24 This Committee can launch an inquiry and seek views from all sides of the project as a fact-finding exercise, to inform any subsequent project work should the scheme be taken forward.
- 3.25 The Leader of Westminster City Council has written to the Leader of Wandsworth Council expressing her disappointment over the current proposals.

Nine Elms Strategy Board

- 3.26 There has been a lot of press and public interest in the project, with the Design Competition's web page alone attracting at least 2 million hits.
- 3.27 Working groups have been set up by the Partnership to discuss the bridge and other south of the river projects.
- 3.28 Co-chaired by the Leaders of Wandsworth and Lambeth Council – both of which are members of the Partnership and have so far been supportive of the proposed new bridge, the Nine Elms Strategy Board includes representatives from the area's main developers, landowners, Transport for London and the Greater London Authority. (Westminster City Council is not a member of the Board, but is invited to attend their meeting as an observer).
- 3.29 A WCC officer attended the latest meeting of the Nine Elms Strategy Board on 11th December 2015, chaired by the Leader of Lambeth Council.
- 3.30 The Partnership's Nine Elms Programme Coordinator provided a brief update on the bridge project to the Board, explaining how the design competition has now finished and that the winning design team was selected by the Jury Panel and ratified by Wandsworth Council in November 2015.
- 3.31 The Minutes from that meeting confirm that: *Wandsworth Council now have a preferred bidder design team for the Nine Elms Pimlico Bridge and the Jury Panel, Technical Panel and Residents Review Panel were all thanked for their valuable contributions. A timetable for the construction of the bridge would be drawn up in collaboration with the preferred bidder following formal confirmation of the appointment. It was noted that there were still concerns from some Pimlico residents about the impact of the bridge and these issues would need to be worked through should it be taken through planning.*
- 3.32 Whilst it was too early to say whether or not a planning application would be made, or when, to Westminster, it was explained that the Partnership will be working with the design team to "take forward" the bridge and that they will probably have a

timetable setting out what this means in the New Year. They recognise that there are still concerns to be addressed including with Pimlico residents.

Focus of this Committee

- 3.33 This matter is the focus of the 18th January EP&S committee meeting with key witnesses, including representatives from the London Borough of Wandsworth, the Nine Elms Partnership and Transport for London (who drafted the initial bridge feasibility studies in 2013) invited to present their cases for the proposed bridge, alongside representatives from Westminster's residential community who will be provided the opportunity to put forward their concerns about the proposal to ensure that any future processes take them into account.

Planning Application?

- 3.34 Any proposed river crossing would need to go through the planning system before it could be built, and should an application for this bridge be submitted to us and Wandsworth Council as Local Planning Authorities then this would need to be accompanied by an Environmental Statement which would have to pick up where the TfL Feasibility Studies left off, to show that choices in site selection and bridge design for example have been made for the right reasons. This could involve several weeks of procurement, design testing and add 6 months to an application process.
- 3.35 The associated planning application would be determined by the relevant authorities under due process and whilst the Scrutiny Committee may indicate a view on whether such a bridge is desirable in principle, they should not reach a definite view on the details of the scheme, of which currently there are few.
- 3.36 The Committee cannot assume that this project will be taken forward or that an application will be made, they are however seeking to understand the issues and concerns surrounding the project and to compile a register of these for the Promoters' consideration, should the scheme be taken forward to application stage.
- 3.37 Alternatives to a planning application could include Mayoral call-in where the Mayor of London decides upon the application rather than the relevant boroughs, the use of a Transport and Works Act Order (TWAO), Bill or Development Consent Order. Each has its own issues and impacts upon a project's programme and cost.

Purpose of the Committee's Inquiry

- 3.38 The purpose of the inquiry is to gather as much information as we can to inform Wandsworth's decisions and as a prelude to fuller discussions at a later date. This will be achieved through the creation of a register of concerns and interests, to make sure that should the proposals be taken forward to planning applications stage, that these concerns and interests are taken into account.
- 3.39 The discussions will be based on the information that we have available at the moment, but will not prejudice any formal decision to be taken by the Council should an application be submitted by the promoters of the scheme at a later date. This will be dealt with by due process.

- 3.40 **Recommendation:**

- That further EP&S Committee discussions take place in 2016, with the meetings combined constituting the public inquiry.

Residents' Meeting

- 3.41 Local resident group, the Pimlico Grid Residents Association (an umbrella organisation under Pimlico FREDAs) organised a public meeting on Wednesday 9th December 2015 which was reportedly attended by 200 residents, including Local Ward Councillors Angela Harvey, Aiken and Cuthbertson to discuss the bridge proposal. Some Wandsworth residents attended and are evidently planning to join forces with Westminster's residents in opposing the scheme.
- 3.42 The Association have launched a campaign to stop the bridge being built and as of 6th January had 802 signatories to their online petition¹. They have made MP Mark Field aware of their concerns. A leaflet survey has also been carried out by residents indicating widespread opposition to the proposals.

Wandsworth / Borough Liaisons

- 3.43 Both Wandsworth Council and the Nine Elms Partnership recognise that there are still significant concerns to be addressed, and whilst Westminster's officers have co-operated with the promoters of this scheme, since the competition closed in the Autumn 2015, no meetings have yet been sought by Wandsworth Council or other Board Members with Westminster in relation to this project.
- 3.44 As far as we are aware, the bridge remains uncommitted and unfunded and no specific proposals have yet been developed. Physical development in the river would be limited by the concerns of the Environment Agency and Port of London Authority as well as the development of both the Northern Line extension and the building of the Thames Tideway Tunnel which are both underway now, with development works likely to be in place until 2021.

4. FINANCIAL IMPLICATIONS

- 4.1 There are no financial implications for the council arising directly from this report.
- 4.2 It is understood that £26m has been secured from developments in Nine Elms for the bridge project to date, however it is estimated by the promoters that at least £40m would be needed to develop the project and Westminster's officers are unconvinced that there is funding available to achieve this. (By comparison, the current budget of the Garden Bridge at Temple is estimated to be circa £175m). In any case, officers have made it clear that the cost of building and maintaining any future bridge here should not fall to Westminster City Council to fund in any respect.

5. LEGAL IMPLICATIONS

- 5.1 It is stated in the Council's Policy and Scrutiny (P&S) Procedure rules that P&S Committees should not normally scrutinise individual decisions made by non-executive committees, particularly decisions in respect of development control,

¹ <https://www.change.org/p/boris-johnson-stop-the-planning-and-construction-of-the-proposed-nine-elms-to-pimlico-bridge-and-the-unnecessary-expenditure-of-43-million-pounds-on-this-project-this-money-can-be-put-to-better-use>

licensing etc. This also reflects relevant Government guidance. The rules use the word 'normally'.

- 5.2 In the absence of a planning application in this case and given the scale of the proposed scheme, it is thought that this project is so significant as to amount to a special case, therefore, and given that the responsibility for determining the application (should one be submitted) would be that of the City Council's Planning Committee in due course, then the Policy and Scrutiny Committee should avoid reaching a definite view on the details of the scheme, but may indicate a position on whether such a bridge is desirable in principle and on the wider ramifications of the scheme based on the limited information it has available.

Appendix A: Information leaflet supplied by the Partnership in 2013.

Appendix B: Wider Context Plan showing the Vauxhall Nine Elms Opportunity Area Boundary.

Appendix C: Landing site used for the purposes of the bridge design competition.

Appendix D: Winning team's competition entry design.

Appendix E: Local Context Map Northern Line Extension, Cycle Superhighway 5, Proposed Nine Elms to Pimlico Bridge (Indicative Location only), Grosvenor Rail Bridge. / Wider Context.

Appendix F: Residents' Petition.

Appendix G: Planning Policy Framework – Westminster's City Plan.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact: Hilary Skinner, Principal Planning Officer, Growth Planning and Housing hskinner@westminster.gov.uk 020 7641 2531

BACKGROUND PAPERS

- WCC Environment Policy and Scrutiny Committee Paper 30th June 2014: Proposed Bridges over the River Thames:
<http://westminster.moderngov.co.uk/Data/Environment%20Policy%20&%20Scrutiny%20Committee/20140630/Agenda/Item%206%20-%20Proposed%20Bridges%20over%20the%20River%20Thames.pdf> and Appendices:
<http://westminster.moderngov.co.uk/Data/Environment%20Policy%20&%20Scrutiny%20Committee/20140630/Agenda/Item%206%20-%20Bridges%20Report%20Appendices%20A-F.pdf>
- TfL Feasibility Study Summary:
http://www.nepbridgecompetition.co.uk/uploads/3/5/3/9/3539119/final_nine_elms_bridge_feasibility_summary.pdf
- Nine Elms Bridge Design Competition website: <http://www.nepbridgecompetition.co.uk/>
- Transport for London's 'Connecting the Capital' Plan for New River Crossings for London: <http://content.tfl.gov.uk/connectingthecapital-newrivercrossingsforlondon-dec2015.pdf>

- Vauxhall Nine Elms Battersea Opportunity Area Planning Framework:
http://www.wandsworth.gov.uk/downloads/file/6105/vneb_opportunity_area_framework
[- march 2012](#)

Appendix A: Information leaflet supplied by the Partnership in 2013 (4 Pages)



An update on improved connections between Nine Elms and Pimlico

MAYOR
OF LONDON



Transport for London



Changing the Capital's landscape



Nine Elms on the South Bank will be a strikingly modern addition to the cityscape



© IABSE



Nine Elms on the South Bank is being transformed into central London's newest business, residential and leisure district. Under-used industrial land is making way for 16,000 new homes, parks, an embassy, schools, and enough commercial space to support 25,000 new jobs.

It is the biggest regeneration programme in the UK.



MAYOR
OF LONDON



Transport for London





An infrastructure investment package is supporting growth in the area and will provide a network of fast, high-capacity and sustainable transport links. A new pedestrian and cycle bridge across the river to Pimlico is a core element of this strategy. This project is now being led by Transport for London with support from Wandsworth and Lambeth Councils, and the Nine Elms Vauxhall Partnership.

The bridge design must meet the high standards of the Pimlico Conservation Area on the north bank, and the developing public realm and landscape schemes on the south bank. As well as creating a vital new pedestrian and cycle link between these two areas, the bridge should be an exceptional addition to Thames architecture that communities on both sides of the river can be proud of.



The bridge would:

- Transform cross-river connectivity in this part of central London
- Improve access to and from the 16,000 new homes and 25,000 jobs being created at Nine Elms on the South Bank
- Link existing communities in Pimlico and the surrounding area to Nine Elms on the South Bank, including the new riverside walk and linear park, new shopping and leisure opportunities, Vauxhall, the new United States Embassy and a new town centre at Battersea Power Station
- Encourage walking and cycling
- Achieve an outstanding level of design quality and underpin the regeneration of Nine Elms on the South Bank



**MAYOR
OF LONDON**

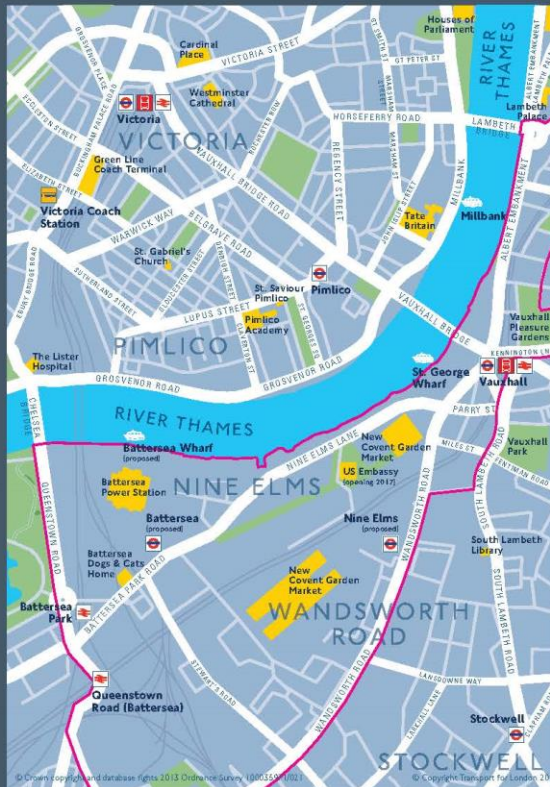


Transport for London



Wider transport package

The potential bridge crossing is accompanied by many other transport and urban realm improvements that form a comprehensive transport strategy for Nine Elms on the South Bank. They include an extension of the Northern line to Battersea with two new Tube stations, enhanced bus services, improvements to National Rail stations, new passenger piers at Vauxhall and Battersea Power Station, pedestrian and cycle walkways, and new Barclays Cycle Hire docking stations.



© Crown copyright and database rights 2013 Ordnance Survey 100016591/1001

© Copyright Transport for London 2013

— Development area

© Transport for London
Windsor House
42 – 50 Victoria Street
London SW1H 0TL

June 2013

tfl.gov.uk

MAYOR
OF LONDON



Nine Elms
On the South Bank

Next steps

The optimum location for a new bridge is currently being investigated. Next steps could include:

- Further assessment of locations
- Public consultation to decide on a preferred location
- Launch of a design competition

A high standard of design is essential to ensure the bridge makes a positive addition to the cityscape if taken forward. It is proposed that a competition will be used to identify the optimum design for the structure and a number of international companies will be invited to enter.

Funding and delivery

A range of third-party funding options are being considered to enable the project to proceed. Timescales for delivery are currently being investigated.

Further information

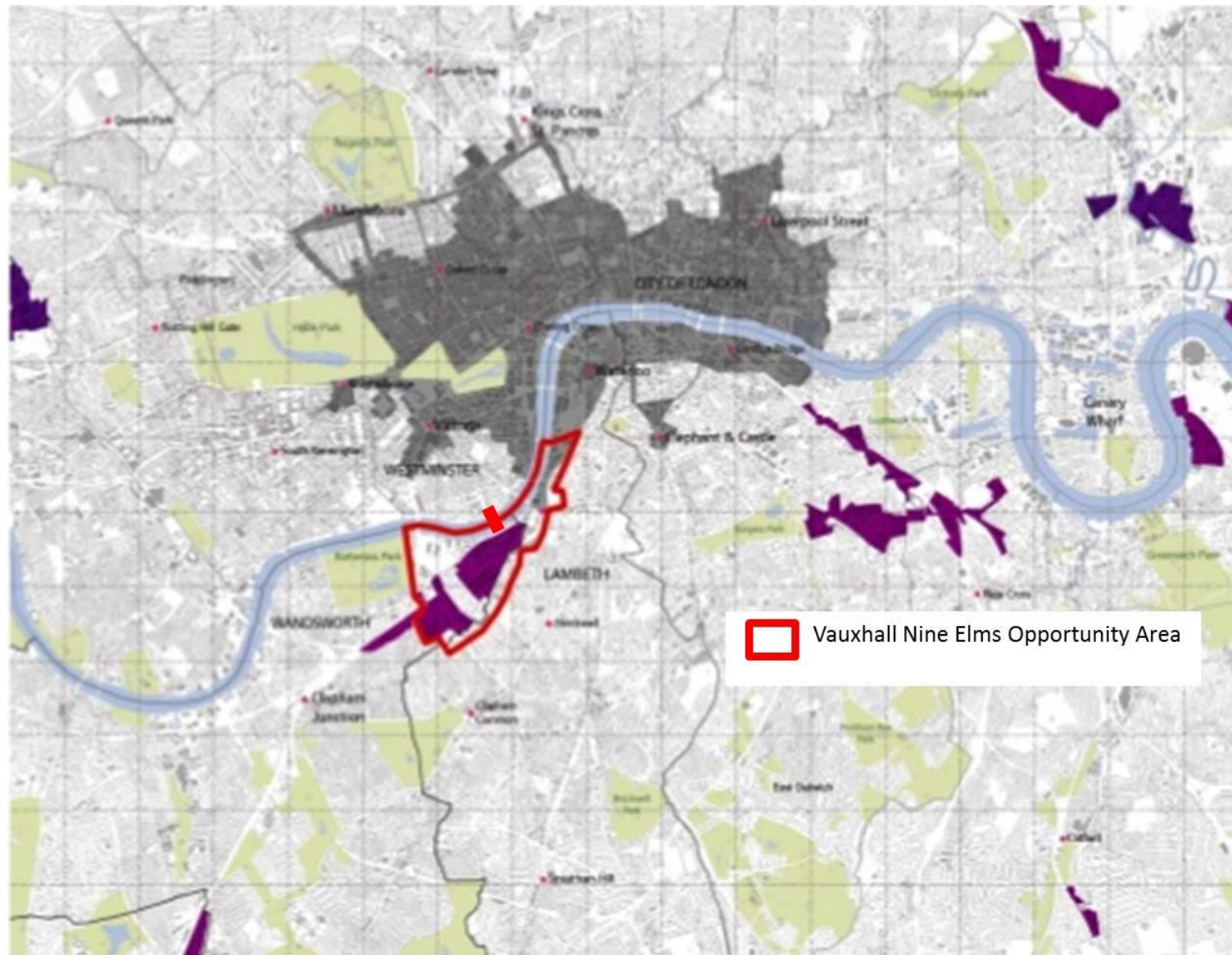
For more information about the transformation of Nine Elms on the South Bank, go to www.nineelmslondon.com.

For information about the bridge, and to discuss funding opportunities, email TfL at nineelmsbridge@tfl.gov.uk

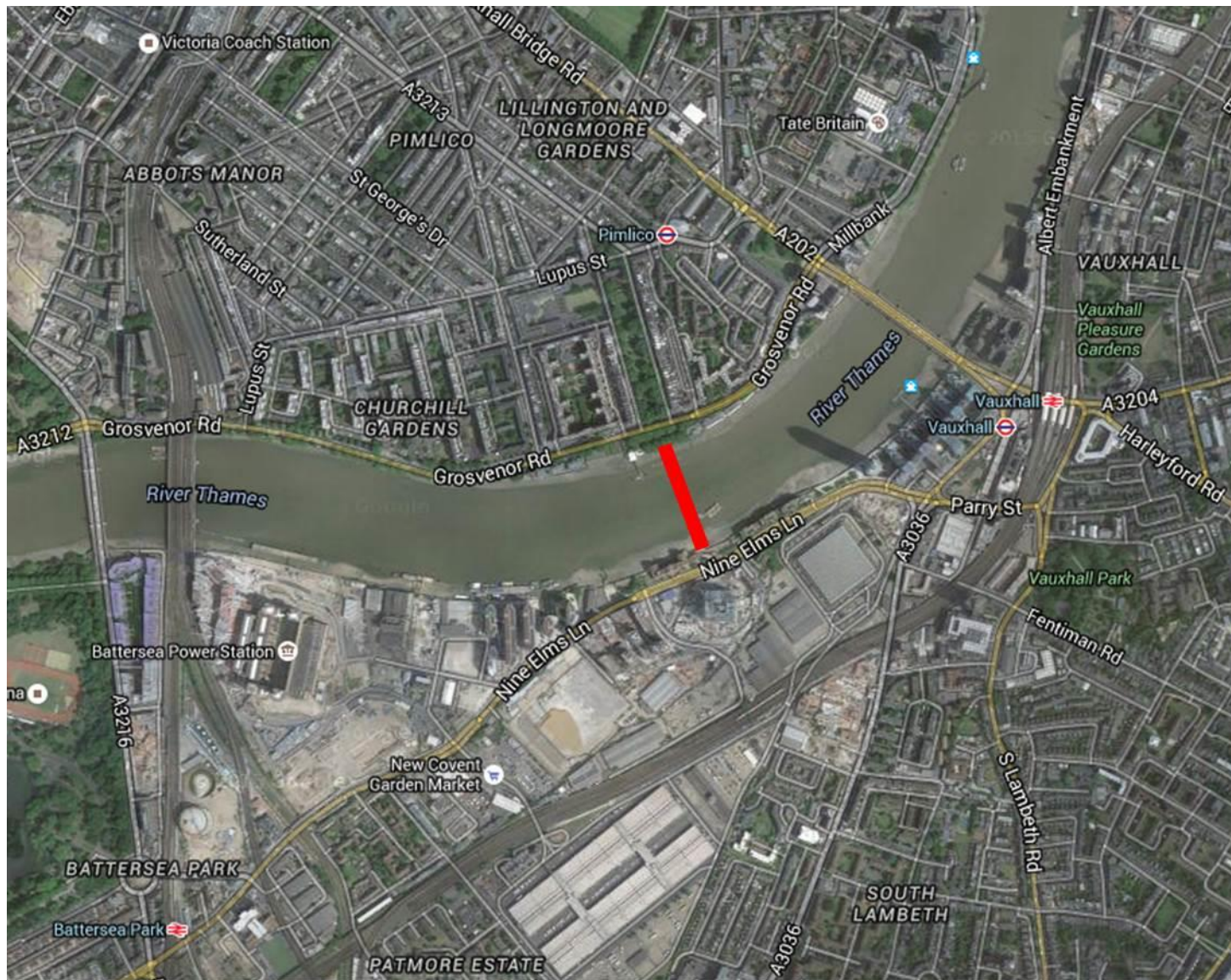
Transport for London



Appendix B: Wider Context showing the Vauxhall Nine Elms Opportunity Area Boundary

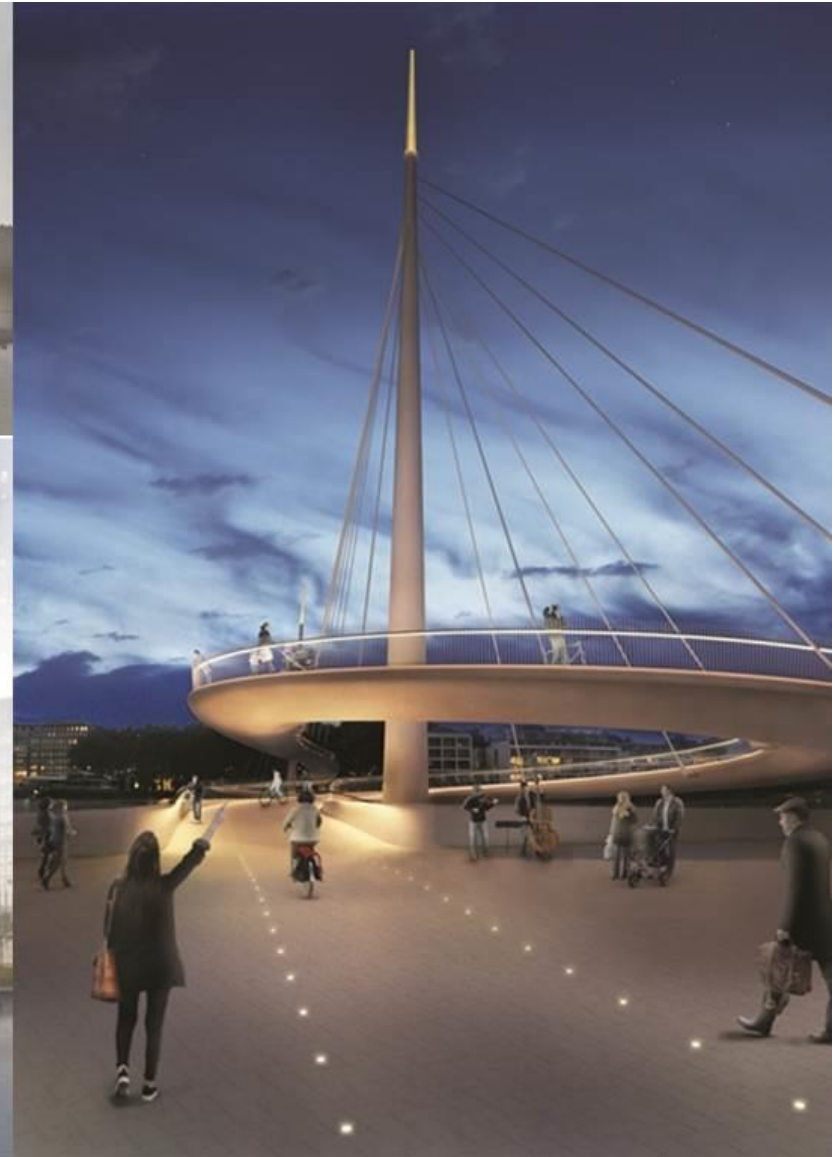


Appendix C: Indicative Bridge Landing Site Locations – used for the purposes of the Nine Elms Bridge Design Competition.

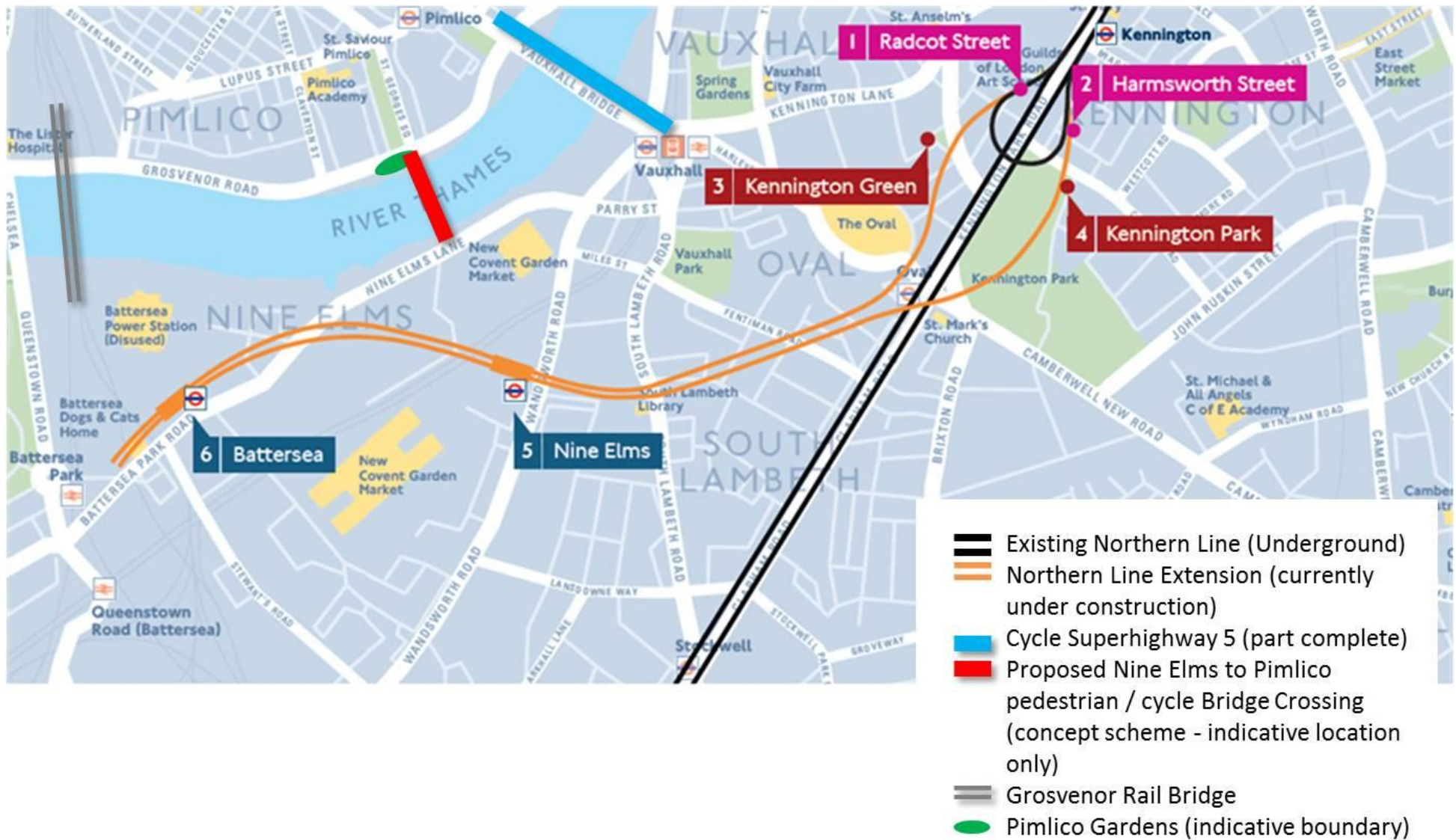


500m

Appendix D: Nine Elms Bridge Design Competition – Winning Team’s Competition Entry Design.



Appendix E: Northern Line Extension, Cycle Superhighway 5, Proposed Nine Elms to Pimlico Bridge (Indicative Location only), Grosvenor Rail Bridge.



Appendix F: Residents' Petition Handed to Full Council.

To the Lord Mayor and Councillors of **WESTMINSTER CITY COUNCIL**

We the undersigned community leaders in Pimlico applaud Westminster City Council's determined opposition to the unwanted and unnecessary Nine Elms to Pimlico bridge which is projected to bring some 18,000 cyclists and pedestrians every day into the residential neighbourhood of Pimlico simply to transit to other places.

Local Councillors have worked with the community for many decades to retain and build Pimlico as a residential village and to create the community spirit we have here today. Where ever such a bridge lands in Pimlico it will damage our quality of life and remove public access to the riverside and, depending upon the location chosen, will destroy magnificent heritage trees, threaten the Westminster Boating Base charity, eliminate tennis courts and sports and games lawns and will turn our quiet residential streets, squares and byways into commuter highways.

Our community associations have already sent petitions signed by over 1500 residents to The Mayor of London strongly objecting to this wasteful and damaging project.

We ask the Leader of the Council to continue to fight the imposition of this unnecessary and expensive bridge which will bring no benefit to Pimlico and will do much damage to the people of Pimlico.

Edward Reeve.



Chairman of Pimlico Federation of Residents Associations.

Nick Walker.



Dolphin Square Tenants.

Appendix G: WCC Planning Policy Framework.

Westminster's Local Development Framework is a 'portfolio' of documents which together provide a comprehensive local policy framework for the city. This portfolio includes Planning Briefs and Conservation Area Audits, however the main local planning policy document is the Westminster City Plan.

Westminster's adopted City Plan: Strategic Policies November 2013 sets the planning policy framework for development within Westminster for the next 20 years. It is the key policy document for determining planning applications in the city. All of the plan's policies are interrelated and should not be viewed in isolation.

Development proposals will be assessed on how well they meet all relevant policies within the development plan, including both strategic and detailed policies, the London Plan and the National Planning Policy Framework.

The following, non-exhaustive list includes City Plan policies that would be taken into account in determining a planning application for a new bridge to Pimlico, should a formal planning application for one be made to Westminster City Council.

The currently proposed bridge landing site in Pimlico Gardens falls within the Pimlico section of Westminster's Central Activities Zone, where the following policies apply:

POLICY S10 PIMLICO

This area will be primarily for residential use with supporting retail, social and community and local arts and cultural provision...

Reasoned Justification: *The policy recognises the predominantly residential nature of this area, and 'village' character with associated local uses and the sense of small-scale shops and services.*

As recognised in the 2006 Pimlico Conservation Area Audit, Pimlico still largely retains its original character as a peaceful residential area with its associated services. The Conservation Area remains overwhelmingly residential and single family dwellings are the predominant housing type.

POLICY S25 HERITAGE

Recognising Westminster's wider historic environment, its extensive heritage assets will be conserved, including its listed buildings, conservation areas, Westminster's World Heritage Site, its historic parks including five Royal Parks, squares, gardens and other open spaces, their settings, and its archaeological heritage...

Reasoned Justification: *The intrinsic value of Westminster's high quality and significant historic environment is one of its greatest assets. To compete effectively with other major, world-class cities the built environment must be respected and refurbished sensitively in a manner appropriate to its significance. Any change should not detract from the existing qualities of the environment, which makes the city such an attractive and valued location for residents, businesses and visitors.*

Pimlico Gardens and St George's Square are the only public open spaces in the Pimlico Conservation Area. Both are protected and maintained by Westminster City Council. The latter is a London Square.

Conservation Areas are areas of special architectural and historic interest, the character and appearance of which it is desirable to preserve and enhance. They are areas which are immediately recognisable for their distinctive townscape.

The proposed bridge landing site in Pimlico Gardens is located within the Pimlico Conservation Area, immediately adjacent to the Dolphin Square Conservation Area, both of which extend to the Westminster City boundary, mid-way across the Thames.

The Pimlico Conservation Area Audit was published in 2006 and highlights how the historic street pattern and the relationship of built form to open space network helps define the overall framework of the area.

There are a number of listed buildings in the vicinity of the proposed landing site. On 4th January 2016 the marble statue of William Huskisson in Pimlico Gardens, dated 1836 and located in the gardens since 1915, became Grade II Listed. The Church of St. Saviour at the northern end of St. George's Square and the stucco terraced residential properties either side of the Square are also Grade II Listed. There are further listed buildings in the Churchill Gardens Estate and further north in Pimlico, and the Gardens and River Walk contain further public art, statues and monuments.

Almost all trees within Conservation Areas are protected. The Dolphin Square Conservation Area Audit (2008) highlights that there are a number of large trees along Grosvenor Road, which make a significant contribution to the area's character and help soften the appearance and reduce the impact of the road and traffic.

POLICY S26 VIEWS

The strategic views will be protected from inappropriate development, including any breaches of the viewing corridors. Similarly, local views, including those of metropolitan significance, will be protected from intrusive or insensitive development.

Reasoned Justification: *Views of buildings and landscapes are an essential part of Westminster's unique heritage. They can be seriously damaged by insensitive development in the foreground or background.*

Whilst views to and from Pimlico Gardens are not designated as being of strategic importance alongside views to St. Pauls or the Palace of Westminster, they are recognised as being of local importance. The Pimlico Conservation Area Audit recognises that the area: *enjoys a small stretch of riverside adjacent to St George's Square, giving views up and downstream from Pimlico Gardens.* The Thames Path (public walking route along the river) which passes through Pimlico Gardens adjacent to the River Wall, provides this view. It is in this location that the bridge is currently proposed to be built.

POLICY S29 HEALTH, SAFETY AND WELL-BEING

The council will resist proposals that result in an unacceptable material loss of residential amenity and developments should aim to improve the residential environment.

The development of major infrastructure projects will need to mitigate, avoid or remedy environmental and local impacts, both in construction and operation.

Reasoned Justification: *Poor quality residential amenity can make homes less attractive to permanent residents and threaten the sustainability of residential neighbourhoods. High standards of residential amenity will benefit Westminster's residents in terms of quality of life, health and well-being.*

Pimlico is a primarily residential neighbourhood. The currently proposed bridge landing site falls within Westminster's Tachbrook Ward, however alternative landing sites have also previously been considered by the scheme's promoters in adjacent Churchill Ward. Both wards have significant resident populations: Tachbrook Ward has an estimated 8,821 residents, whilst Churchill Ward has an estimated 12,516 resident population², and Westminster's overall population increases during the daytime with the influx of workers and visitors adding to pressure on the transport systems and the public realm.

POLICY S30 FLOOD RISK

All development proposals should take flood risk into account and new development should reduce the risk of flooding.

Reasoned Justification: *The policy ensures that all sources of flooding are taken into account and that potential flood risk in Westminster is reduced through mitigation measures. Proposals should provide Flood Risk Assessments as required by the National Planning Policy Framework.*

The proposed landing site falls within Flood Zone 3 and Westminster's Rapid Inundation Flood Zone (1-60 minutes), recognising that this is an area with an already high probability of flooding.

POLICY S35 OPEN SPACE

The council will protect and enhance Westminster's open space network, and work to develop further connections between open spaces. The council will seek to address existing public open space deficiencies, including active play space deficiency, and current and future open space needs by: Protecting all open spaces, and their quality, heritage and ecological value, tranquillity and amenity...

Reasoned Justification: *The overall and localised shortage of open space and the difficulty of finding appropriate new sites make it essential to resist the loss of even the smallest open spaces.*

Open spaces are an integral part of Westminster's architectural heritage and essential to the unique character of the city's neighbourhoods.

² Westminster Ward Profiles in 2015: <https://www.westminster.gov.uk/ward-profiles>

The open spaces of Pimlico Gardens and St. George's Square are protected under this policy. Parks byelaws control the use of bicycles in any part of the Gardens.

POLICY S36 SITES OF IMPORTANCE FOR NATURE CONSERVATION

Sites of Importance for Nature Conservation (SINCs) will be protected and enhanced. Proposals, both temporary and permanent, will need to demonstrate that they do not have a detrimental impact on the habitats or populations supported in these sites.

SINCs will be protected and managed for their ecological value as the priority.

The River Thames is designated as a Site of Metropolitan Importance for Nature Conservation (SMINC 3), whilst St. George's Square on the north side of Grosvenor Road and immediately to the north of the proposed landing site in Pimlico Gardens is protected as a Site of Local Importance for Nature Conservation.

Reasoned Justification: *Protection of SINCs serves to protect the significant areas of recognised habitat and species within Westminster.*

These sites are recognised for their particular value for nature conservation.

POLICY S37 WESTMINSTER'S BLUE RIBBON NETWORK

The Blue Ribbon Network will be protected and improved by:

- *Enhancing biodiversity and waterside habitats;*
- *Protecting and enhancing the character, appearance, heritage and landscape value of the Blue Ribbon Network and its setting; and*
- *Enhancing the linear qualities of the Blue Ribbon Network, particularly in relation to heritage, landscape and views, biodiversity, and modes of sustainable transport;*
and, where it is consistent with these priorities;
- *Improving access for pedestrians and cyclists, use for leisure, sport and education especially for local communities; and*
- *Water-based transport.*

In recognition of the strategic importance of the River Thames, a Thames Policy Area has been designated.

The Thames Policy Area includes Pimlico Gardens, St. George's Square, Dolphin Square, most of Grosvenor Road and the Westminster sections of the River Thames.

Development alongside the Blue Ribbon Network must address the waterside, with a focus on enhancing the waterside location and improving access to and enjoyment of the waterfront. Developments within the Thames Policy Area will need to demonstrate that they have particular reference to their riverside location and local architectural references, including long views of the riverside.

Reasoned Justification: *The Blue Ribbon Network is a finite resource with many interdependent and competing functions. It is necessary to prioritise these functions in order to protect its most valuable aspects.*

POLICY S38 BIODIVERSITY AND GREEN INFRASTRUCTURE

Biodiversity and green infrastructure will be protected and enhanced throughout Westminster.

Green infrastructure comprises the parks and gardens (including residential gardens), linear open spaces, trees and living roofs and walls that individually and collectively provide habitat for a diverse range of species, and contribute to townscape and well-being.

This policy offers further protection to Westminster's open spaces, to its parks and gardens, including Pimlico Gardens and St. George's Square and their greenery and trees.

Reasoned Justification: *This approach responds to the need to protect all aspects of the natural environment and to provide for animal and plant species and their interconnected ecosystems.*

The current proposed bridge landing sites falls within an area of wildlife deficiency.

POLICY S41 PEDESTRIAN MOVEMENT AND SUSTAINABLE TRANSPORT

All developments will prioritise pedestrian movement and the creation of a convenient, attractive and safe pedestrian environment, with particular emphasis in areas with high pedestrian volumes or peaks.

Sustainable transport options will be supported and provided for, including the following priorities:

- *Providing for cycling facilities as part of all new development, including facilities for residents, workers and visitors as appropriate;*
- *Reducing reliance on private motor vehicles and single person motor vehicle trips;*
- *Prioritising parking provision for disabled, car sharing and alternative fuel vehicles;*
- *Encouraging use of alternative sustainable fuels and technology;*
- *Developing water-based river transport where land provision and biodiversity considerations allow.*

Reasoned Justification: *In Westminster, walking is the most efficient means of movement for short journeys, including those from other transport modes to final destinations. Walking should therefore be prioritised above all others... Support for walking and other sustainable transport modes encourages behavioural change. This will allow Westminster to accommodate the projected growth over the plan period, reduce existing demands on the highway network and make the best use of the limited space available for movement and transport...*

Within all parts of Westminster, creating a safe and attractive environment for pedestrians plays a crucial role in addressing climate change, improving health (including tackling obesity), and creating cohesive communities.

POLICY S43 MAJOR TRANSPORT INFRASTRUCTURE

The council will support and promote improvements to transport infrastructure, including the public realm and servicing improvements necessary to mitigate the impacts of increased passenger numbers and integrate the infrastructure into the city and broader impacts of those central London networks that impact on Westminster, including [but not limited to, and of particular relevance to this project] the following major projects over the lifetime of the plan:

- *Improvements to the public realm, focusing on meeting the needs of people with disabilities and more vulnerable people, and enabling people and businesses to make more sustainable choices;*
- *Increasing cycle parking and improving safety for cyclists where this would not compromise pedestrian movement...;*
- *Improving way-finding and legibility around Westminster to facilitate pedestrian movement;*
- *Improving the convenience, connectivity, attractiveness and safety of Westminster's linear walking routes, including the Blue Ribbon Network and connections within and between Westminster's open spaces;*

POLICY S45 FLOOD-RELATED INFRASTRUCTURE

Development will ensure that flood-related infrastructure is protected and access for maintenance is retained. The council will work with its partners at a regional and, where necessary, multi-regional level to ensure flood-related infrastructure remains fit for purpose.

Reasoned Justification: *This approach acknowledges the excellent flood defences in place, whilst acknowledging that there is a need to adapt to the effects of climate change in the long-term, which will continue to be necessary in the future to protect the existing built infrastructure along the riverside.*

- Westminster's Adopted City Plan: Strategic Policies 2013:
http://transact.westminster.gov.uk/docstores/publications_store/Westminster's%20City%20Plan%20Adopted%20November%202013%20FINAL%20VERSION.pdf
- Westminster City Plan Policies Map:
http://transact.westminster.gov.uk/docstores/publications_store/Westminster%20Adopted%20Nov%202013.pdf
- Pimlico Conservation Area Audit April 2006:
http://transact.westminster.gov.uk/docstores/publications_store/Pimlico%20CAA%20SPG.pdf
- Dolphin Square Conservation Area Audit October 2008:
http://transact.westminster.gov.uk/docstores/publications_store/Dolphin%20Square%20CAA%20SPD.pdf
- Statue of William Huskisson in Pimlico Gardens List Entry Summary January 2016:
<https://historicengland.org.uk/listing/the-list/list-entry/1431794>