

## **Draft Pimlico Neighbourhood Plan**

### **Regulation 18 (2) Decision Statement**

#### **1. Summary**

- 1.1 Following an independent examination of the draft Pimlico Neighbourhood Plan, Westminster City Council recommends that the draft Pimlico Neighbourhood Plan (Regulation 16 submission version) is modified as set out in Appendix 1 of this statement, and then proceeds to local referendum.
- 1.2. The council agrees with the Examiner's recommendation that the referendum area for the Pimlico Neighbourhood Plan (as modified) should be the approved Pimlico Neighbourhood Area which is set out in Appendix 2 of this Decision Statement for convenience.
- 1.3 The Examiner's Report, and other background documents can be viewed on the council's website at <https://www.westminster.gov.uk/planning-building-and-environmental-regulations/planning-policy/pimlico-neighbourhood-plan>
- 1.4 If approved at referendum, an Adoption Statement will set out that the Pimlico Neighbourhood Plan will become part of the statutory Development Plan and will be used alongside Westminster City Plan 2019-2040, and the London Plan 2021, when determining planning applications within the Pimlico Neighbourhood Area.

#### **2. Background**

- 2.1 The Pimlico Neighbourhood Area (as shown in Appendix 2 of this statement) was designated by the council on the 4<sup>th</sup> of September 2013, in accordance with Section 61G of the Town and Country Planning Act 1990. On the 9<sup>th</sup> of October 2015, the Pimlico Neighbourhood Forum were designated as the Neighbourhood Forum for the Pimlico Neighbourhood Area, and subsequently began preparing a draft Pimlico Neighbourhood Plan. The Neighbourhood Forum was re-designated for a further five years on the 30<sup>th</sup> of November 2020.
- 2.2 The Pimlico Neighbourhood Forum published a draft Plan for Regulation 14 pre-submission consultation in July 2019. It was subsequently revised in light of comments received, before submission to the council on 25<sup>th</sup> of May. Regulation 16 consultation on the draft Plan was then carried out by the council from 28<sup>th</sup> June to 23<sup>rd</sup> August 2021.
- 2.3 In October 2021, the council, in consultation with the Pimlico Neighbourhood Forum, appointed Ms Jill Kingaby BSc (Econ) MSc MRTPI as independent examiner. The purpose of the examination of the draft Plan was to determine if it met the 'basic conditions' required by legislation, other legal requirements, and if it should proceed to referendum.
- 2.4 The Examiner considered that a public hearing into the plan was not required and the examination was conducted through written representations. The Examiner's Report concludes that, subject to making the modifications recommended in the

Examiner's Report, the draft Plan meets the 'basic conditions' set out in legislation, and should proceed to a local referendum. The Examiner's Report also recommends that the area for the referendum should be the Pimlico Neighbourhood Area.

### **3. Decision**

- 3.1 The Neighbourhood Planning (General) Regulations 2012 require that the local planning authority outline how it intends to respond to the Examiner's recommendations.
- 3.2 Having considered each of the recommendations made in the Examiner's report, and the reasons for them, the council has decided to make the modifications to the draft Plan as recommended by the Examiner (see Appendix 1). These changes are considered necessary to ensure that the draft Plan meets the 'basic conditions' and other legal requirements.
- 3.3 The submitted Plan was accompanied by a Strategic Environmental Assessment Screening Report and a Habitats Regulations Assessment Screening Report. None of the modifications set out in Appendix 1 are considered to necessitate revisiting any of these assessments.
- 3.4 Westminster City Council agrees:
  - A) That the recommendations to modify the draft Plan as set out in Appendix 1 and the Examiner's Report be accepted.
  - B) That the Examiner's recommendation that the Pimlico Neighbourhood Plan, as modified, proceeds to referendum on the basis that the draft Plan meets the 'basic conditions,' is compatible with the European Convention on Human Rights, complies with the statutory definition of a neighbourhood development plan, and comprises provisions that can be made by such a document.
  - C) That, in accordance with the Examiner's recommendation, the referendum area be the Pimlico Neighbourhood Area as designated by the council on 4<sup>th</sup> September 2013.
  - D) That if the result of the referendum is in support of the approval of the Pimlico Neighbourhood Plan, the council proceeds to publishing an Adoption Statement and formally 'making' the plan.

Signed

Cllr Geoff Barraclough, Cabinet Member for Planning and Economic

Development

Date

## Appendix 1: Examiner’s recommended changes to the draft Pimlico Neighbourhood Plan

Proposed modification number (PM)	Page no./ other reference	Modification
PM1	Pages 3 and 11	<p>Extend paragraph 2 as follows:</p> <p><b><i>The London Plan identifies Opportunity Areas, which are significant locations with development capacity to accommodate new housing, commercial development and infrastructure. Victoria, adjacent to the Pimlico Neighbourhood Plan area, is one of the Opportunity Areas identified in Central London, where indicative capacities for growth are shown as 1,000 new homes and 4,000 new jobs. Network Rail is working with a number of partners including WCC and the Greater London Authority to produce a new concept masterplan for the area around and behind Victoria Station. The Forum will monitor progress on the “Future Victoria” masterplan, and any implications for the Pimlico Neighbourhood Area.</i></b></p> <p>Map 2 – Policies Map</p> <p>As described in paragraph 4.10 of this report, revise the map and its key to provide greater clarity.</p>
PM2	Page 12	<p><b>Policy PIM 1: Commercial and Mixed Use Centres</b></p> <p>A The Warwick Way/Tachbrook Street CAZ ....(as shown on the <del>Policies Map</del> <b>Map 3</b>)...</p> <p>E Modify this clause as proposed by WCC in Section 1 of the SOCG.</p> <p>F Proposals in the retail centres <b><i>which make up the town centre hierarchy</i></b> must ensure ....</p> <p>Delete the heading “<b>Establishing the viability of an existing use</b>” and clause G from the policy and include clause H under the heading “<b>Heritage impacts</b>”.</p> <p>H In any retail centre <del>p</del> Proposals <b><i>within the town centre hierarchy</i></b></p>
PM3	Page 13 - 19	<p>Paragraph 4 – add a sentence at the end:</p> <p><b><i>Information on many commercial areas is available in Westminster City Council’s Town Centre Health Checks (2019) for the CAZ Retail Cluster.</i></b></p> <p>Title to Map 3 – <del>Retail areas</del> <b><i>Town centre hierarchy</i></b></p> <p>Key: CAZ <del>core</del> retail cluster</p>

		<p>Paragraph 6 – The whole of the Forum area lies within the Central Activities Zone (CAZ) <del>defined</del> <b>designated</b> in the London Plan. The City Plan <del>defines</del> <b>designates</b>.....</p> <p>Paragraph 7 - In addition, this plan <del>defines</del> <b>designates</b> ....</p> <p>Paragraph 16 – delete, and replace with the modified wording proposed by WCC in Section 3 of the SOCG.</p> <p>Paragraph 17 – modify as proposed by WCC in Section 3 of the SOCG, but further modify the last sentence so that it reads:</p> <p><b><i>The scale of new development and the range of uses should preserve or enhance Pimlico’s heritage assets.</i></b></p> <p>Paragraph 20 – modify as proposed by WCC in Section 3 of the SOCG, but add new text to the final sentence:</p> <p>...the day time and night time economy. <b><i>New development should also have regard for the amenity of residents living within or adjacent to the CAZ Retail Cluster and avoid or mitigate any harmful effects.</i></b></p> <p>Paragraph 32 – Modify the title:</p> <p><b>Development outside the <del>core</del> CAZ Retail Cluster, Local Centres and Pimlico Parades</b></p> <p>Modify the wording as proposed by WCC in Section 1 of the SOCG.</p>
PM4	Page 23	<p><b>Chapter 3: Design and Heritage</b></p> <p>Paragraph 1 – last sentence:</p> <p>The Conservation Areas are shown on the map <b>4</b> in this chapter.</p>
PM5	Pages 25, 27 and 28	<p><b>Policy PIM 2: Protected historic townscape and views</b></p> <p>Modify the policy as proposed by WCC in Section 1 of the SOCG.</p> <p>The information on Streets and Views and Townscapes should be removed from Policy PIM 2, and shown after Map 5 under the title: <b><i>Principal streets and views, and townscapes in Pimlico Conservation Area</i></b></p> <p>Paragraph 14 – Add a new sentence at the end:</p> <p><b><i>As the adjoining photographs illustrate, tall or heightened buildings may have a negative impact on the streetscape, and block views down the streets of open skies. A canyon effect along Pimlico’s streets should be avoided where possible, when future development is proposed.</i></b></p>

PM6	Page 29, 30 and 63	<p><b>Policy PIM 3</b></p> <p>A – delete the last sentence</p> <p>Add a new PIM 3 A e) as proposed by WCC in Section 1 of the SOCG.</p> <p>B – delete.</p> <p>Modify the wording of clause B as below, and relocate it in Appendix 1.</p> <p>The following approach to the development of mansard storeys shall generally be applied <b><i>should be considered</i></b> in the Pimlico Conservation Area:</p> <p><b>The squares (St George’s ....</b></p> <p>height of the corresponding mansard.</p> <p><del><b>Non-Policy Guidance: PDG Roof Extension Principles</b></del></p> <p><b><i>The Pimlico Design Guide, 2004, is now somewhat dated, and cannot override the Westminster City Plan. However, the Design Guide sets out the following general principles for roof extensions which developers may find helpful.</i></b></p> <p>Roof extensions should ..... a, b, c, d, e ...</p> <p>on the return facade as well as the front.</p> <p>Paragraph 24 - Delete and replace with:</p> <p><b><i>In order to meet the strategic objective of increasing the stock of high quality housing across Westminster including Pimlico, well-designed upward extensions to provide more housing for growing families will be supported, providing an attractive roofline can be maintained.</i></b></p>
PM7	Pages 26, 30-32	<p>The label/note on Page 26 next to the photographs should be modified with the addition of : ....open aspect and return frontage, <b><i>(see Policy PIM 4 B)</i></b>.</p> <p><b>Policy PIM 4: Design in the Pimlico Conservation Area</b></p> <p>Modify clause E as proposed by WCC in Section 1 of the SOCG.</p> <p>Delete paragraph 25 and replace with:</p> <p><b><i>Pimlico Conservation Area Audit (eg. paragraph 4.15) provides additional information on the separation of frontages as sought by Policy PIM 4 C.</i></b></p>
PM8	Page 33	<b>Policy PIM 5</b> – Delete the final sentence.
PM9	Page 34	Paragraph 42 - Delete the second sentence and replace with:

		<b><i>Any new development should demonstrate how it would meet Westminster's housing needs, notably the need for family-sized accommodation, whilst preserving or enhancing the character of this block of flats within the Conservation Area.</i></b>
PM10	Pages 35 and 71	<p>Paragraph 43 – Delete the third sentence, and add new wording:</p> <p><b><i>Following a more recent review of the audits, † this plan is therefore adding a short additional list .....The red telephone boxes (as illustrated in Appendix 3, and their location is shown on Map 6) are an attractive part ... Twentieth Century heritage assets.</i></b></p> <p>Add a new paragraph following paragraph 43, as proposed by WCC in Section 3 of the SOCG, beginning <b><i>Telephone boxes are often allowed ....</i></b></p> <p><b>Appendix 3</b> – Add a photograph of the Giles Gilbert Scott telephone boxes, with a reference to Policy PIM 8 of the Plan.</p>
PM11	Pages 35, 36	<b>Policy PIM 9:</b> Non-designated heritage assets, reasoned justification paragraphs 44-51 and the Non-Policy Guidance statement should be deleted.
PM12	Page 37	<p><b>Policy PIM 10:</b> Shopfronts and Signage (including Hotels)</p> <p>Development proposals for new .....high quality design and, <b><i>where relevant</i></b>, retain or enhance .....shopping frontage and, <del>where relevant</del>, the Conservation Area .....</p> <p>Clause c should be modified, and a new reasoned justification added to the end of the policy, as proposed by WCC in Section 3 of the SOCG.</p>
PM13	Pages 38 and 63	<p>Modify <b>Policy PIM 11</b>, and paragraphs 52-55, as proposed by the Forum in Section 1 of the SOCG.</p> <p>Further modify Policy PIM 11 B. as follows:</p> <p>The highest point ...</p> <p>a. clearly be subordinate <b>in appearance</b> to the building below; <del>and</del></p> <p>b. respect the scale <b>and built form</b> of the building below the reference height, <b>as well as adjacent buildings and the street scene</b>; and</p> <p>c. ....</p> <p>Further modify the last sentence of paragraph 52, as proposed by the Forum in Section 1 of the SOCG, to read:</p>

		<p>Reference heights refers to the <del>maximum characteristic height</del> <b>average height of buildings in the streets across Pimlico, as illustrated in Appendix 1, Maps 9 and 10</b> above street level of the townscape.</p> <p>APPENDIX 1</p> <p>Map 9 – Building height map showing ..... Pimlico Conservation <del>Forum</del> <b>Forum</b> Area.</p>
PM14	Page 45	<p><b>Policy PIM 13</b></p> <p>Modify clause B to read:</p> <p>Proposals to add a mansard roof or roof extension in the Pimlico Conservation Area <b>will be favoured when</b> <del>should be</del> combined with the existing unit below to provide a family-sized residential unit <del>as opposed to an additional 1-bedroom flat.</del></p> <p>Paragraph 8 - Replace the second sentence with: <b>Additions and extensions to the housing stock need to be designed to a high quality, and at a scale which satisfies the Nationally Described Space Standards.</b> Many of the conversions .....</p> <p>Paragraph 9 – third sentence should read:</p> <p>The policies in Chapter 3 increase .... 3 or 4 bedroom units <del>as opposed to an</del> <b>as well as the provision of new smaller units.</b> The lack of family sized units .... supports this policy.</p>
PM15	Page 45	<p><b>Policy PIM 14: New title <i>New housing</i></b></p> <p>Modify the policy as proposed by WCC in Section 1 of the SOCG.</p>
PM16	Page 46	<p><b>Policy PIM 15: Affordable housing</b></p> <p>Modify the policy wording and paragraph 15, as proposed by WCC and set out in Section 1 of the SOCG.</p> <p>Paragraph 16 should be deleted and replaced with:</p> <p>16 There are considerable concentrations of social housing .....Housing Association developments, and Pimlico has a .....over social housing. <b>Nevertheless, as demonstrated in Westminster’s City Plan, there is an acute need for additional social housing and intermediate housing in the Borough, including Pimlico.</b></p>
PM17	Page 46	<p>Paragraph 18 – revise as follows:</p> <p>All of the hotels are in streets which are <del>almost entirely</del> <b>substantially</b> residential (eg. ....) <del>or if not residential</del></p>

		<p>.....residential or close to residential properties eg. Belgrave Road.</p> <p>Paragraph 20 – Modify the wording as follows:</p> <p>This means that .... <b><i>The particular concern for residential amenity is</i></b> Larger hotels should ....to generate <b><i>the level of traffic and disturbance from late-night arrivals and servicing that hotels, particularly large hotels create.</i></b> However, smaller hotels would be less problematic <b><i>New hotels should be directed to the Warwick Way/Tachbrook CAZ retail cluster, the Local Centres and the Pimlico Parades in accordance with the town centre hierarchy.</i></b></p> <p><b><i>Outside the designated town centres, where hotel uses are proposed in predominantly residential areas, proposals must demonstrate that they will be of a scale that does not result in harm to the overall residential character, and would not be harmful to the amenity of residents.</i></b></p> <p>Paragraph 21 - Add a new sentence at the end: <b><i>Westminster City Plan’s Policy 8 and its reasoned justification provide additional relevant information on this matter.</i></b></p>
PM18	Page 48, 50 and 74	<p><b>Policy PIM 17: Protection and maintenance of local green spaces</b></p> <p>A The 7 areas shown as Local Green Spaces on the policies map <b><i>Map 7</i></b> are designated as such <b><i>important Green squares and gardens for the Pimlico community.</i></b> (These are Pimlico Gardens .... Bessborough Gardens.)</p> <p>B Proposals for built development on or underneath these Local Green Spaces <b><i>Green squares and gardens</i></b> must be consistent with policy for Green Belts and <b><i>should enhance their role and function as green spaces</i></b> of that Local Green Space.</p> <p>The 7 Local Green Spaces .....‘very special circumstances.</p> <p>Paragraph 6 – The formal green spaces ....need protection and any development must be highly exceptional <b><i>should be limited to schemes which complement their use as Green squares and gardens.</i></b> They are all designated as Local Green Spaces by this plan and the justification is given in <b><i>Map 7 shows their location within Pimlico, and Appendix 4 describes their key features and why they are special to the local community.</i></b> This gives a strong level ....inappropriate development. Some of these spaces ...for all the Local Green Spaces, given the shortage of .....Grosvenor Road.</p> <p>Map 7 – Piazzas, green and open spaces</p>

		<p>On the key, delete “Local green spaces” and replace with “Green squares and gardens”</p> <p><b>Appendix 4: Local Green Spaces—squares and gardens and Open Spaces</b></p> <p>Pimlico is short of recreational space ....sets out their value to the area, Local Green Space <b>Green squares and gardens</b> and Open Spaces.</p> <p>The NPPF (Para 100)-.....extensive tract of land.’</p> <p>This table identifies ....They are a) in reasonably close ..... extensive tract of land. Their special features are set out in the table.</p> <p>In the table below, modify the heading by deleting “Local Green Space” and inserting “Green squares and gardens”.</p>
PM19	Pages 52 and 53	<p>Paragraph 15 – The locations of the piazza spaces are shown on the <del>Open and Green Space</del> Map 7. The piazzas at present compromise both paved and unpaved areas. <b>Policy PIM 19, and Policy PIM 22, seeking improvements to the public realm, support the Mayor of London’s Healthy Streets Approach and targets to increase active travel and public transport over car use. Policies T2 and T6 of the London Plan provide further details. As Vauxhall Bridge Road forms part of the Transport for London (TfL) Road Network, any proposals for works there would need to be discussed with TfL.</b></p> <p><b>Policy PIM 20: River crossings</b></p> <p>Proposals for a new bridge ...in Pimlico is maintained <b>and is encouraged to meet the highest environmental standards of design and materials.</b> In particular ....</p> <p>Modify the remainder of the policy as proposed by WCC in Section 3 of the SOCG.</p>
PM20	Page 53	<p><b>Policy PIM 21: Riverside activities</b></p> <p>A Development proposals adjacent ....enjoyment of the riverside <b>and meet the highest environmental standards of design, materials and waste minimisation</b> will be encouraged.....</p> <p>Add a new footnote to the policy:</p> <p><b>Prior to proposing development along the riverside, developers should consult the Port of London Authority’s document “A Safer Riverside Guidance”.</b></p>
PM21	Page 55	Paragraph 27 Wilton Road

		The modifications proposed by WCC in Section 3 of the SOCG should be made.
PM22	Pages 56 & 77	<p><b>Policy PIM 23: Renewable energy and air quality</b></p> <p>Modify the policy's clauses B-F as proposed by WCC in Section 1 of the SOCG.</p> <p>Expand paragraph 30 by adding the definition of Zero local emissions proposed by the Forum in Section 1 of the SOCG.</p> <p>Add a sentence to the end of paragraph 30 as follows:</p> <p><b><i>New development should meet the requirements of strategic planning policy in the London Plan's Chapter 9: Sustainable infrastructure, and Westminster City Plan's Policy 32: Air Quality, and Policy 36: Energy.</i></b></p> <p>The definition of Zero local emissions, proposed by the Forum in Section 1 of the SOCG, should be added to the Glossary.</p>
PM23	Pages 58, 59 and 60	<p><b>Map 8 - Queen Mother Sports Centre Block</b></p> <p>Modify the map to show as Heritage Assets – 1-25 Gillingham Street, 2-22 Upper Tachbrook Street, and 74-77 Wilton Road.</p> <p>Add a heading to Page 59: <b><i>Chapter 6: Larger sites, including the Queen Mother Sports Centre Block</i></b></p> <p><b>Policy PIM 24: Major development</b></p> <p>Clause A e should be modified as proposed by WCC in Section 3 of the SOCG.</p> <p>Clause D a-g should be modified as proposed by WCC in Section 1 of the SOCG.</p> <p>Paragraph 11 – Modify the text as proposed by the Forum in Section 1 of the SOCG, with the following additional modifications:</p> <p>There have been various suggestions .. in Chapter 1 and for the Warwick Way/Tachbrook Street <b><i>area within the CAZ</i></b> retail cluster.....set out above:</p> <ul style="list-style-type: none"> <li>- <b><i>Major development needs to foremost should support continuation of a sports/leisure facility of comparable scale and function as the Queen Mother Sports Centre....but should not be designed to ....close to a residential area.</i></b></li> <li>- <b><i>Proposals for new development on the site should ensure that they promote sustainable transport methods and do not have an unacceptable impact on the highway in terms of traffic.</i></b></li> <li>- Development which complements the larger offices .... encouraged.</li> </ul>

		<ul style="list-style-type: none"> <li>- <del>Business premises in Pimlico .....attract multiple chain-stores.</del></li> <li>- <b><i>A range of Class E units which can contribute to the provision of new retailers and increase the diversity and retail offer within the CAZ Retail Cluster and Pimlico Neighbourhood Area will be supported.</i></b></li> </ul> <p>Paragraph 15 – delete the last sentence.</p>
PM24	Pages 1, 62, 66, 67 and 77	<p>Modify the heading for Appendix 2, on Pages 1, 62 &amp; 66, so that it reads <b><i>Town Centres (Retail and Commercial Areas)</i></b></p> <p>On Page 67, under “Location” for Tachbrook Street/Market” add: <b><i>The market is outside but in close proximity to the CAZ Retail Cluster.</i></b></p> <p><b>GLOSSARY</b></p> <p>Family Accommodation</p> <p>Delete all text and replace with:</p> <p><b><i>In respect of development this means housing units with between three and five bedrooms. For affordable housing, units with two bedrooms may be considered suitable for families, but this will be at the discretion of the council based on need on the council’s waiting lists and the size of the unit. In addition, development should meet NDDS (Nationally Described Space Standards).</i></b></p>
PM25	Whole Plan	The changes shown in Section 2 to the SOCG are recommended, alongside the revisions set out in the individual modifications above (PM1–PM24).

## Appendix 2: Pimlico Neighbourhood Area

