

Development Opportunity Framework for site at upper Vauxhall Bridge Road

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1.1 This framework sets out the council’s policy parameters for development of an urban quarter of potentially strategic significance in Westminster, close to Victoria mainline station and transport interchange, within the Central Activities Zone (CAZ) and adjacent to the Victoria Opportunity Area (VOA). It is intended to provide guidance to developers, local communities and other stakeholders about the council’s policy ambitions and requirements for any development here to ensure it maximises the potential to secure local community benefits, creates a high quality place and supports the sustainable development of the Victoria area.

1.2 The framework has formal status in the planning system as a supplementary planning document and will be prepared through the process set out in regulations.¹ It does not add new policy but explains and adds further detail to adopted planning policies to help potential developers understand the council’s policies and requirements and help them make successful applications. It does this by setting out the Council’s clear vision for the site and the guiding principles for development. The report gives an overview of the site context, its current uses, constraints and opportunities, explains what is required by policy and where there is flexibility over what will be acceptable on the site. The report also indicates which documents will be required to support an application for development and is supplemented by detailed analysis in appendices.

1.3 As an adopted Supplementary Planning Document (SPD) the framework is a material consideration in planning decisions. It is to be treated as guidance for developers, not strict instruction which has to be adhered to in every respect. However, development proposals which meet the identified priorities and adhere to the Council’s vision for the site will be viewed favourably.

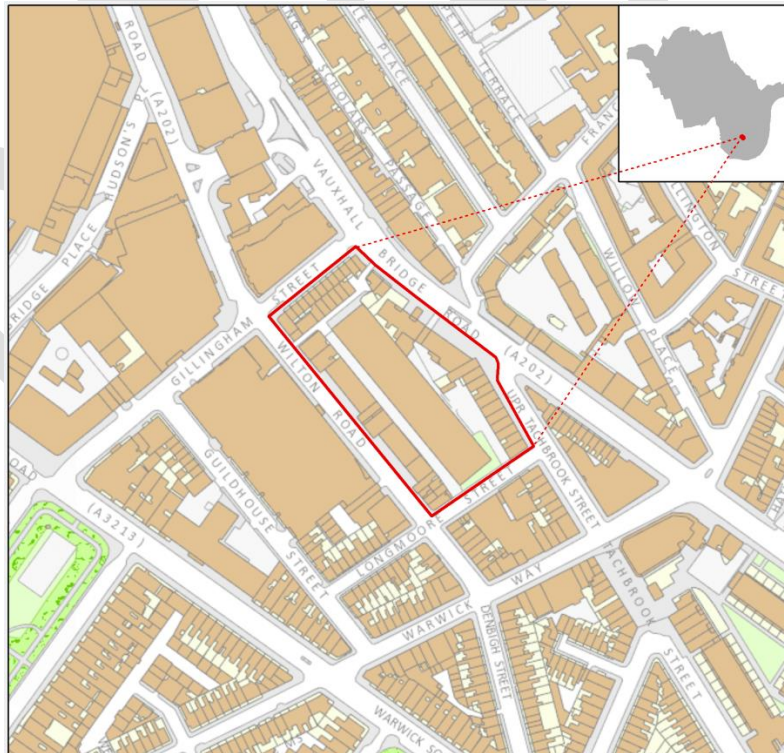


Figure 1. Site map

¹ Town and Country Planning (Local Planning) (England) Regulations 2012

2.1 *The Council's vision for this site is for a comprehensive redevelopment to deliver social and community benefits (including new and improved sports and leisure facilities and open space) for a growing resident and working population; to create a new, high quality urban quarter that improves the experience of all who live, work and visit the area; to provide an attractive new space transforming the site into a destination in its own right; to expand and improve the commercial offer and deliver new residential units to contribute to Westminster's housing needs and support the City's growth, complementing the development of the Victoria Opportunity Area.*

2.2 **Approach**

The Council considers that this site requires a comprehensive approach to promote the good planning of the area and its sustainable development and to complement the strategic importance of Pimlico and Victoria. A comprehensive approach will maximise benefit to the area and its residents. It will also enable delivery of a higher quality built environment and public realm in an area where these are currently of comparatively low value. Piecemeal development, on the other hand, is not desirable on this site – it will not allow the potential of the site to be realised, is likely to result in a lower quality design and public realm and militate against securing key planning objectives such as place-making and a new permeable public open space, which is a key priority.

2.3 Any proposal should aim to meet the vision and strategic objectives for development set out in the National Planning Policy Framework, the London Plan and Westminster's City Plan from which this vision derives:

- improved quality of life and health and well-being;
- sustainable growth;
- creation of attractive places;
- increased employment opportunities; and
- an increased supply of good quality housing.

2.4 The Council will seek to deliver these overall objectives by ensuring that any development maximises benefits against the following priorities:

Priority 1: Social and community benefits for local residents and workers.

2.5 Taken together, development across the site must have at its heart the benefits to local residents and workers As well as the provision of a new improved sports centre and new public realm, improved links between Pimlico and the Victoria Opportunity Area created by redevelopment at this site can bring benefits to the wider community.

Priority 2: Redevelopment of the existing sports centre to provide modern accessible sports and leisure facilities which can cater to the needs of a growing local residential population and local workforce.

2.6 Key to delivery of the first priority will be the upgrading of the existing leisure centre to provide a modern accessible sports centre, facilitating a range of sporting activities, including a new swimming pool, alongside attractive new public realm, creating permeability through the site and improving access to the sports centre.

Priority 3: Place-making to create improved pedestrian experience by the creation of public space designed to a high quality which creates coherent legible routes through the site.

2.7 The pressing need to refurbish, or completely redevelop, the Queen Mother Sports Centre (QMSC) provides the potential for the regeneration of the surrounding area within the identified site boundary. This area is currently under-performing, with poor and inefficient use of the site currently largely comprising low-rise, poor quality commercial properties, laid out in an impermeable arrangement in a wider area characterised by poor quality public realm and environments.

2.8 There is potential to fundamentally rethink the space within the site to break up the existing building blocks and create a new public open space which is attractive, accessible and legible. This would make a step change in the quality of the wider public realm and create much needed 'breathing space' for residents, local workers and visitors, encouraging public life in public spaces and providing a meeting place and forum for people to experience, participate and feel a sense of community.

2.9 An open space in isolation however is of little value unless it can itself drive pedestrian footfall and vitality. To do so we would expect it to serve existing and projected movement desire lines, be safe, be sunlit as far as possible and protected from the wind. Critically it must provide views both in and out, and must link routes that people will consistently want to use throughout the day. A piecemeal development of the site would miss this opportunity and would reinforce the impermeability of the existing building block.

Priority 4: Provision of a mix of commercial uses designed to a high quality to create a destination people will visit rather than pass through.

2.10 The Council wants to see the Victoria area achieve its potential as a top commercial and residential destination which offers an attractive visitor experience. The development potential at this site offers an opportunity to contribute to this wider strategic vision; improved employment opportunities at this site will contribute to the Victoria area's emerging status as an office destination and create an identity for this site in particular.

Priority 5: Increase in housing numbers to contribute to meeting Westminster's housing need.

2.11 Given the size of the site and its excellent links to public transport, the site has considerable potential to deliver a large quantum of new mixed-tenure residential units and it is expected that development at this site will take advantage of that potential. However, units must be of the highest quality and sustainable in terms of energy and water efficiency. The impact of higher density development on the amenity of existing neighbouring residents must also be taken into account in the design of new residential units.

Priority 6: Ensure a development that enhances the quality of the area through exemplary design and public realm, both through individual elements and as a whole and embodies high environmental standards.

2.12 The site is currently occupied by a mixture of relatively low quality buildings which do little to improve the feel or appearance of an area dominated by the busy Vauxhall Bridge Road, to make the best of heritage assets within or adjoining the sites, or contribute to the local public realm. Any development proposal should demonstrate how it will provide high standards of design befitting an area undergoing major change and contribute to the quality of the built environment of the immediate and wider areas of Westminster. Particularly given that the site is currently one of existing low environmental quality.

2.13 Implementing the aspirations for the site is dependent upon a strategic, whole site approach to redevelopment. A more piecemeal development is likely to be incoherent and

will not realise the vision for the site in full or optimise the benefits it could provide against the priorities set out above. The development of the whole site outlined in Figure 1 creates the opportunity for a holistic and comprehensive proposal offering the following benefits:

- provision of a more coherent site in this transitional location between Pimlico and the VOA, linking the areas in terms of function, character and architecture;
- new attractive open space, creating permeability, improvements to legibility and creation of a destination;
- ability to meet a range of strategic and land use objectives, while addressing the key constraints and weaknesses that currently exist within this site boundary;
- renewal of the built environment and public realm;
- a comprehensive approach to the car and cycle parking needs of the site;
- a balanced mix of complementing uses.

2.14 This approach is necessarily dependent upon either a strong partnership and/or joint venture between the owners of the different elements of the site, or single ownership of the site – with the council potentially using its acquisition powers to enable site assembly to support delivery.

2.15 **Alternative Options**

In reaching its preferred approach the council has considered alternative development scenarios:

2.16. Development at the site could exclude the Gillingham Street listed terrace and the modern mews houses to the rear. While this would retain the ability to address many of the site's weaknesses, it would lead to the retention of Gillingham Row, therefore potentially restricting opportunities for a public space of a meaningful scale and undermining a more strategic and holistic approach to movement and permeability through the street block. Owing to the residential nature of the existing buildings on Gillingham Street (which in any case will have to be retained owing to their heritage value) this option would also restrict the scale of development possible at the rest of the site.

2.17 The exclusion of the Wilton Road frontage from the site area would again limit a holistic proposal, entail the retention of detracting modern commercial buildings, restrict the ability to deliver significant improvements to this part of the CAZ shopping frontage and would not realise the vision for the site. Most importantly, this development option would prevent the provision of an attractive open space, which creates permeability and movement through the site from Vauxhall Bridge Road.

2.18 In moving to the preferred development underpinning this document the Council considered the two alternatives set out above. These have been considered against development plan policies; in particular:

- The Spatial Vision and Strategic Objectives set out in Westminster's City Plan: Strategic Policies and the emphasis these place on accommodating sustainable growth, sensitive upgrading of the built environment in ways that enhance the City's heritage and promote improved quality of life, resource efficiency and economic prosperity.
- Principles set out in the London Plan (including the principles of optimising land use and promoting/enabling locations for strategic development in London Plan Policy 8.1 and the lifetime neighbourhood principles set out in Policy 7.1), the Council's aspirations for the site and the good planning of the area.

2.19 Any site configurations that do not address the whole site would severely restrict the ability of development to meet these strategic principles, realise the vision for the site, or deliver the six identified priorities. In particular, more piecemeal approaches to development

are unlikely to bring the community benefits the site has the potential to deliver or to ensure development delivers its full potential in terms of its relationship with, and contribution to, the quality of, its surroundings in keeping with the principles set out in policies 7.1, 7.5 and 7.6 of the London Plan. It:

- would significantly reduce opportunities for new functional public realm;
- would restrict the opportunities that the strategic location of the site presents for much needed improvements to the adjoining shopping centre and a building of sufficient quality to complement both the Victoria Opportunity Area and the more residential area to its south;
- may not deliver a design and wider treatment which complements the heritage assets within the site and surroundings;
- may be unable to support a connection to existing district heating networks, thus putting at risk the sustainability objectives for development.

2.20 The next sections of this document explain the site, the opportunities it presents and the issues development would have to address in more detail. Detailed issues the council considers are particularly important for any development to address are highlighted in ***bold italics***.

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3.1 The site occupies a large island space, approximately 1.1 hectares in size, directly adjacent to the VOA and bounded by five streets – Vauxhall Bridge Road, Wilton Road, Gillingham Street, Longmoore Street and Upper Tachbrook Street. Vauxhall Bridge Road, on the eastern side of the site, is a very busy road forming a route between Victoria and Vauxhall and Stockwell. Wilton Road to the west is an established, busy shopping street characterised by modern development. The only route through the site is currently along Gillingham Row - a narrow, single lane road which does not benefit from full pavements on both sides for pedestrians.

3.2 Over half of the site is taken up by the Council owned QMSC – Westminster's popular sports centre with over 3,000 pre-paid members, serving not only the local community, but many commuters who work in the Victoria area. It is a 1980s development spread over four floors, comprising three swimming pools; the main one being 25 metres long, a smaller 13 metre leisure pool and a 16 metre teaching pool. The centre also has a sports hall suitable for a range of team sports such as badminton, basketball, volleyball and football, as well as group exercise classes; three squash courts, a fully equipped gymnasium, a health suite consisting of saunas and a steam room and changing rooms. Although there are over 60 sports and leisure centres across Westminster, over 74% are operated privately and the QMSC is one of only eight leisure centres owned by the City Council. The QMSC is therefore a key service which has a borough-wide catchment, given the range of sports facilities that it contains

3.3 The sports centre is approaching the end of its life span - iCON Building Consultancy carried out a condition survey in December 2015 and has forecast that the building will require £3.1 million of investment within the next ten to fifteen years to keep it operating. The leisure centre struggles to meet growing demands from an increasing local resident and working population and investment to modernise and increase capacity of the centre is necessary if this growing demand is to be met. The anticipated influx of residents and workers to Victoria may place additional pressure on the existing sports and leisure offer at the QMSC.

3.4 The remainder of the site is made up of a mix of uses, offices (including a small embassy), restaurants and cafés, a dental practice and private healthcare clinic, retailers, including a shoe repair service and hair salon, some residential units above commercial units and a single hotel².

3.5 In Context

To the north of the site is the Victoria Transport Interchange – a busy transit and commercial area comprising Victoria mainline station, the London Underground (District, Circle and Victoria lines) and a bus and coach station. The site sits just outside the border of the VOA and the Core Central Activities Zone (CAZ). The proximity of the site to the VOA is highly relevant – recent development in the immediate vicinity of the site shows that it is functionally similar to the VOA and should the VOA boundary be extended to include this site (see Chapter 7) development here could contribute to the wider objectives for the VOA of new homes and jobs, public realm improvements, a mix of uses and improved sports and leisure facilities. Victoria is evolving into a destination in its own right and it is timely to consider the contribution that this site can make to that evolution and to capitalise on current developer interest in the area.

3.6 Within 450 metres there are nearly 2,000 existing residential units, over 280 new residential units have been built in the last five years and a further 500 have permission or

² The planning uses classes at this site are: A1, A3, A5, B1, C1, C3, D1 and *sui generis*.

are currently under construction. Long established and substantial social housing estates exist nearby, such as Lillington and Longmoore Gardens and Churchill Gardens to the east. The wider Pimlico area has its own distinct residential village character and function as a wider part of the CAZ. This residential character is not particularly mirrored at this site which exhibits a more Core CAZ commercial character. The character and function of the development site is therefore more akin to this busy commercial area to the north, rather than the quieter predominantly residential area of Pimlico to the south which contains small clusters of local uses and is also known for its concentrations of small hotels.

3.7 The Lillington and Longmoore housing estate (partially grade II* listed) provides a residential concentration directly to the south-east of the site. To the south-west of the site is Warwick Way and Tachbrook Street - an identified 'CAZ frontage' in Westminster's City Plan (see Appendix 6). Wilton Road is also adjacent to the site - a local shopping street which benefits from a large modern supermarket.

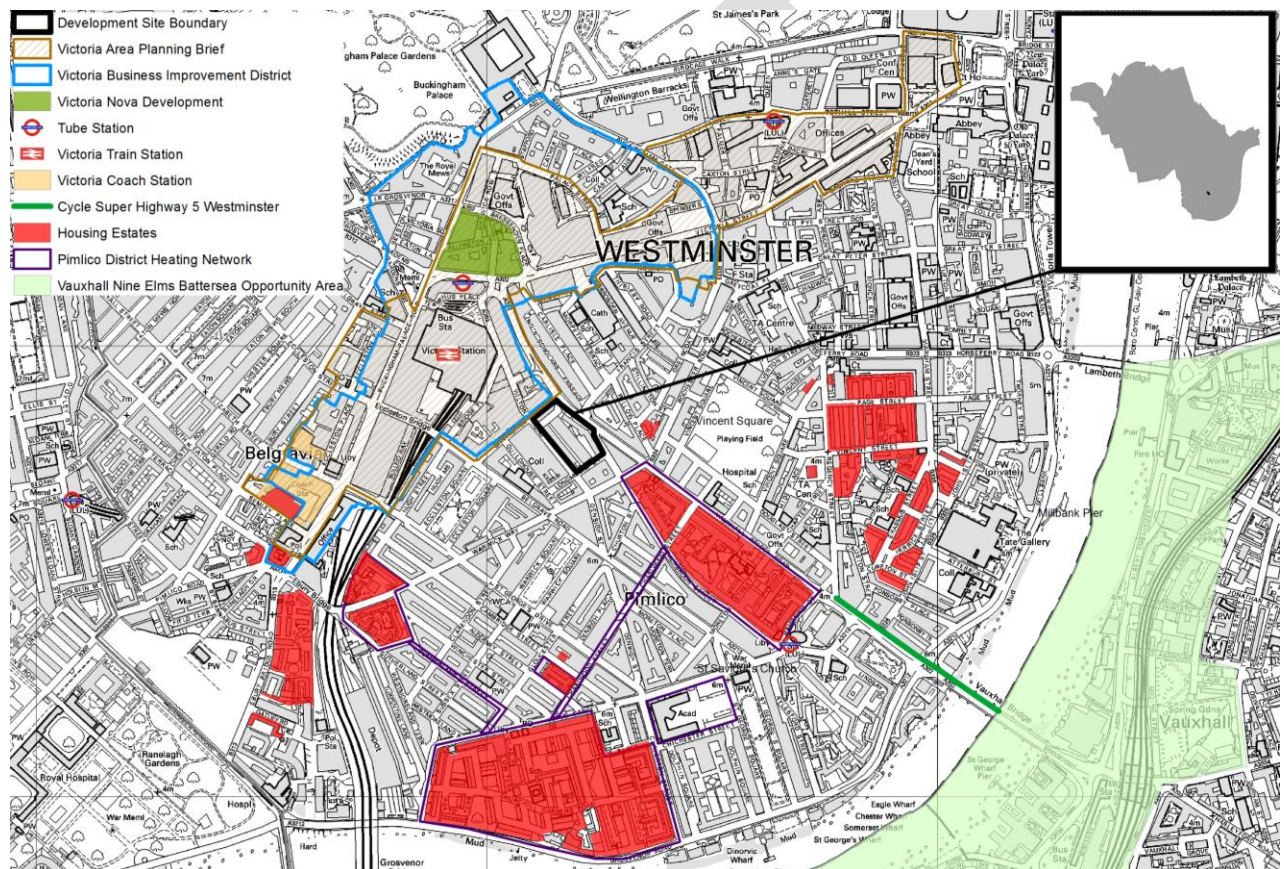


Figure 2. Site Context

3.8 Public Realm

The existing site presents inactive frontages on three sides of the island site. Gillingham Row is an informal road through and around the site that lacks in ground floor activity, presenting an unfriendly space and facilitating anti-social behaviour. To a lesser extent this is true of Longmoore Street, which has a poor public realm dominated by the inactive southern elevation of the sports centre and the unused space between this elevation and the harsh metal railings at the edge of the site.

3.9 The mews street to the rear of Upper Tachbrook Street terrace also provides a dead space, mainly used for informal parking.

3.10 There are no formal residential entrances and little in the way of overlooking to provide security, beyond the large gate which remains permanently open.

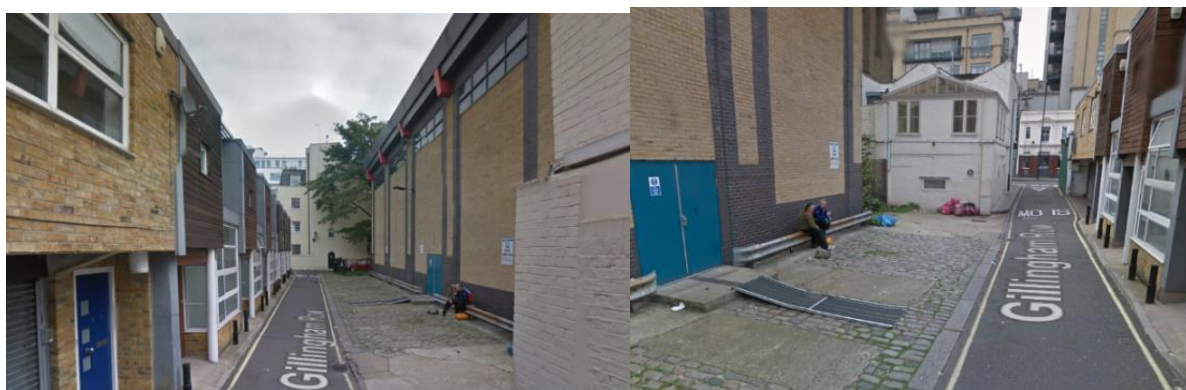


Figure 3. Gillingham Row frontage³

3.11 The Vauxhall Bridge Road frontage is also largely inactive, with ground floor office windows set well back from the street, thereby providing little in the way of surveillance or activity in the evening. This includes the compromised single entrance to the sports centre and unsecure cycle parking. The pavement width and setback of the building provides the opportunity for an improved public realm, incorporating the existing landscaping.

3.12 The environment is marred by noise and vehicle movements, particularly along Vauxhall Bridge Road and to a lesser extent along Wilton Road, while the pedestrian environment is varied and poor in places. The sports centre is accessible only from Vauxhall Bridge Road, lacks visibility and suffers from a convoluted access and internal arrangement.

3.13 Public open space

There is a single compromised access to the existing sports centre and **a lack of public open space at this site** (and in the surroundings).

3.14 The listed buildings in Gillingham Street to the north and the buildings making a positive contribution to the Pimlico conservation area fronting Upper Tachbrook Street, both constrain opportunities for permeability. However, outside of these the Council would expect opportunities to be taken to create routes across the site to and from the new open space.

A place-making approach to holistic redevelopment of the whole site has the potential to open the centre of the site up, create attractive spaces to dwell and connect the various communities. A more formalised link from Vauxhall Bridge Road to Wilton Road would also create permeability through the site, increase footfall to the shopping centre, create a significant improvement on the existing Gillingham Row and Longmoore Street experience for pedestrians and provide the opportunity to promote a comprehensive approach to improving the public realm in the area.

3.15 **A whole site approach additionally provides the opportunity to create an improved connection to both the VOA to the north and to Pimlico to the south through the provision of a variety of uses.**

3.16 Further detailed site description can be found in Appendix 2. A detailed townscape analysis can be found in Appendix 3.

³ Image courtesy of Google

Chapter 4

Heritage and design

4.1 The site has a number of heritage constraints – it is partially situated within the Pimlico Conservation Area, in proximity to a number of listed buildings and close to the following conservation areas: Westminster Cathedral, Lillington and Longmoore Gardens, and Vincent Square.

4.2 Within the site boundary, the terrace at 2-22 Upper Tachbrook Street (which comprises ground floor commercial uses, including a number of vacant or poor quality retail uses, with residential accommodation at upper floors) and 74-76 Wilton Road are identified as unlisted buildings of merit within the Pimlico Conservation Area Audit. They are typical examples of the early-mid 19th century development of Pimlico and the defining townscape character of the conservation area. The contribution the terraces at Upper Tachbrook Street makes extends beyond the contribution of the principal facades but also to the rear elevation and traditional butterfly roof forms, which are highly visible from Longmoore Street.



Figure 4. Buildings that make a positive contribution to the conservation area (shown in yellow)

4.3 *There is a strong policy presumption (at national and local level) for the retention of buildings which make a positive contribution and the Council will be expecting, in the first instance, the retention of these properties as part of any scheme for redevelopment in order to fulfil the statutory duty to preserve or enhance the character or appearance of the conservation area.*

4.4 The property at the corner of Longmoore Street and Wilton Road has been identified as making a neutral contribution to the character or appearance of the conservation area. While there is no policy presumption in favour of its retention, from a heritage perspective ***the quality, scale and character of its replacement are important considerations for the redevelopment of the site and proposals will have regard to its heritage contribution.***

4.5 Listed Buildings

1-25 Gillingham Street, located to the north of the site are grade II listed and a blue plaque at no. 17 highlights the residence at that building of author Joseph Conrad. There is therefore a statutory duty to pay special attention to the desirability of preserving the setting of these buildings. However, whilst these properties originally date from the 1830s they have been

much altered, including what seem to be largely rebuilt rear elevations, late 20th century mews style houses to the rear and a new ground floor front elevation. Notwithstanding this degree of alteration, the properties remain an attractive, symmetrical balanced 'palace fronted' terraced composition. ***The relationship of any development to the rear of these listed buildings, principally when seen together with the front elevation, is an important consideration.***

4.6 There are also a number of other grade II listed buildings in the vicinity of the site (shown in Figure 5), the setting of which will also require consideration. The grade II listed building at 183-203 Vauxhall Bridge Road is of particular note.

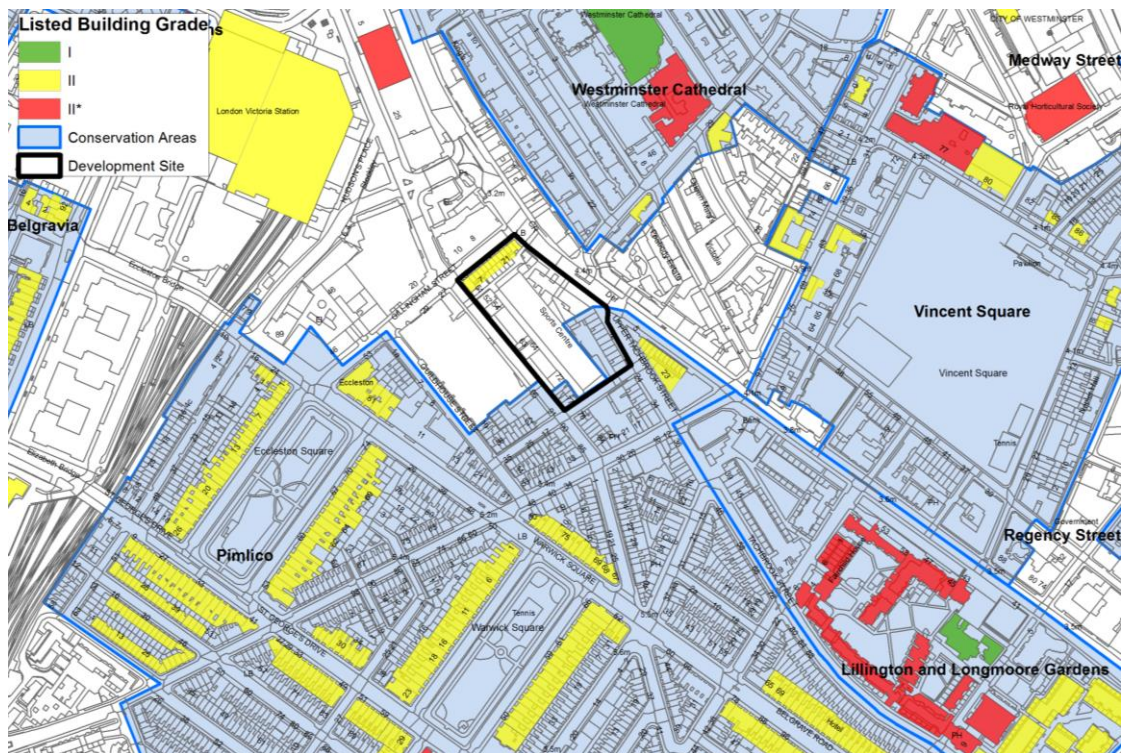


Figure 5. Pimlico Conservation Area and listed buildings

4.7 Buildings detracting from local quality

There are a number of 20th century buildings that do not make a positive contribution to the site's setting and character and indeed contribute to creating a number of constraints around the wider site. 215 Vauxhall Bridge Road and 56-62 Wilton Road, together with the sports centre itself comprise the majority of the street block. Their order and physical state creates issues around permeability and significant amounts of dead and underutilised, publically inaccessible space between buildings (particularly between the sports centre and the Wilton Road block). The poor quality office floorspace does not reflect current demand in the area. There are a number of other older commercial buildings across the site that do not contribute to the character or setting of neighbouring conservation areas and are likely to have no presumption in terms of their retention.

4.8 ***Sensitive redevelopment of the majority of the street block as part of a holistic approach would deliver significantly improved buildings in terms of sustainable architectural design and quality and also the mix of uses that could be contained within them, while addressing related issues that they create due to their current arrangement and orientation, such as site permeability.***

4.9 Views

The site is not located within any identified strategic and local views⁴, falls behind the protected silhouette of the Palace of Westminster in the London View Management Framework (LVMF)⁵ and no 'panorama' or 'townscape' views pass over the site.

4.10 The Lillington and Longmoore Gardens Conservation Area Audit SPD (2012) identifies both local views and glimpsed/townscape views, but the site does not fall within these established views. Depending on scale, development might fall within the local view from Eccleston Square, identified in the Pimlico Conservation Area Audit⁶, and Warwick Square -both grade II Registered Park and Gardens located in the vicinity to the south-west of the site. **The significance of these squares and the contribution they make to the setting of conservation areas will have to be assessed depending on the scale, height and massing of emerging proposals for the site.**

4.11 The Vincent Square Conservation Area Audit⁷ identifies a number of local views and landmarks, including 'local view 10', which looks towards the site from within Westminster School's playing fields pavilion car park (this is not accessible to the public).

4.12 Westminster Cathedral Conservation Area Audit⁸ also identifies metropolitan and local views; however, although the site does not fall within these, development may be visible at an obscure angle to the cathedral, depending on building height.

4.13 **A view point assessment was carried out for this site⁹ and it is considered that the existing visibility of the site is reasonably contained due to the intervening built form, landform and vegetation, depending on the height of the proposal.**

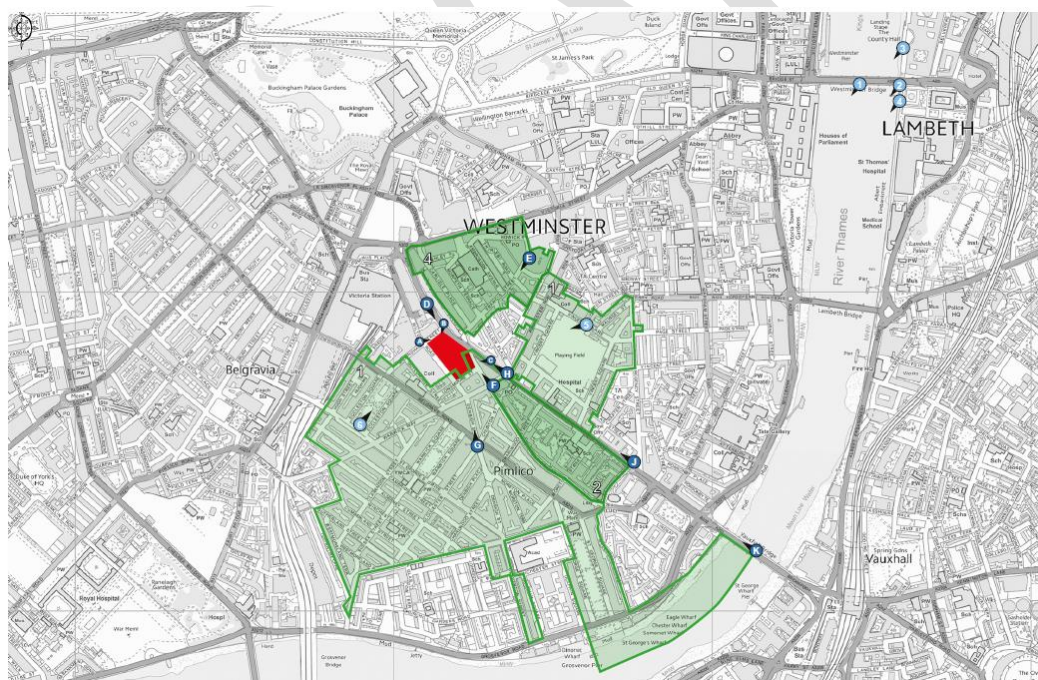


Figure 6. Viewpoint Selection Map

⁴ Identified in the Heritage Views and Tall Buildings Development Management Policies consultation booklet

⁵ River Prospect view between 18A.1 and 18A.2, 21A.1 and 22A in the London View Management Framework Supplementary Planning Document

⁶ Pimlico Conservation Area Audit SPG

⁷ Vincent Square Conservation Area Audit SPD

⁸ Westminster Cathedral Conservation Area Audit SPD

⁹ See Appendix 10

4.14 ***An emerging scheme should be tested through modelling of the selected views to establish whether new development would be visible within the LVMF and conservation area views (representative viewpoints 1-6). Proposals will need to avoid being visible within the protected silhouette of the Palace of Westminster within the LVMF's River Prospect views. Consideration should also be given to the relative visibility of proposals within general townscape views (representative viewpoints A-K – described in Appendix 10) particularly those that fall within conservation areas, or include heritage assets (such as listed buildings).***

4.15 **Building Heights**

The surrounding area contains a range of building heights, as illustrated in Figure 7. There are developments of significant size within a short walking distance of the site, within the VOA reflecting the gateway nature of Vauxhall Bridge Road, leading up to the Victoria transport interchange. The site sits in a transitional area between the lower scale, older buildings to the south in Pimlico and the higher buildings in the VOA to the north. The existing height and massing of the QMSC and surrounding buildings within the development site boundary are considerably lower than neighbouring plots.

4.16 The buildings to the south of the site are predominantly 1-8 storeys in height, with some taller elements lining major roads, such as Vauxhall Bridge Road and Belgrave Road. The more modern listed housing estates on Vauxhall Bridge Road are taller than the terraces found within Pimlico, which is mirrored more in terms of massing to the east and north of Vauxhall Bridge Road.

4.17 The more modern developments to the west and north of the site contain higher and bulkier buildings, particularly along Wilton Road and Vauxhall Bridge Road. The Sainsbury's site to the west is a substantial development taking in the majority of a city block, not dissimilar in site area to this development site. It is stepped back at upper floor levels, providing significant residential floorspace in buildings up to ten storeys and is an example of the transitional character of sites just beyond the VOA boundary which are of substantial size and of a nature similar to the VOA.

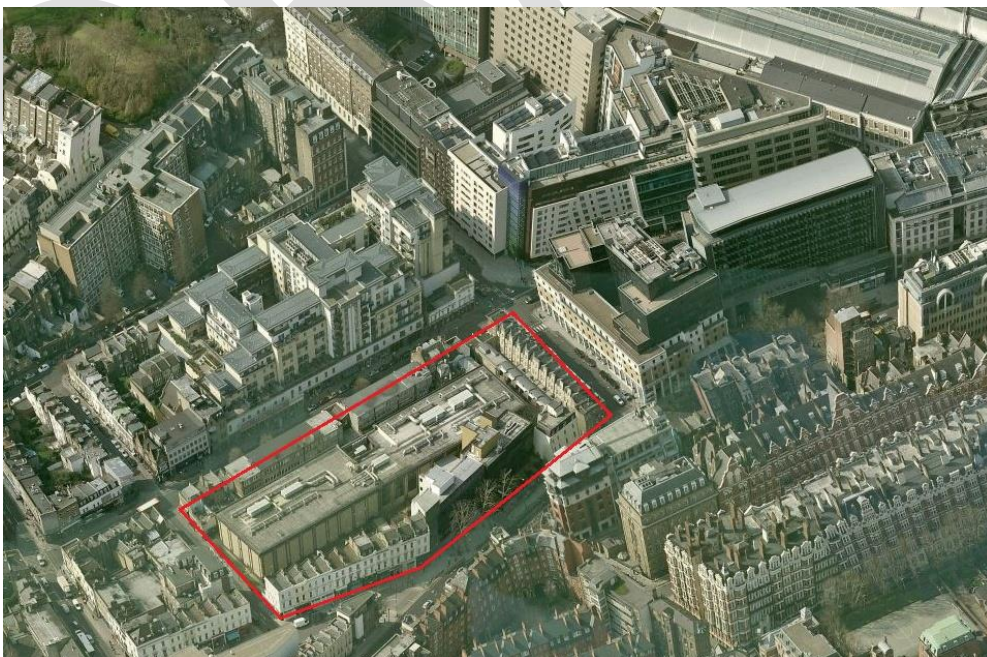


Figure 7. Existing massing around the development site (outlined in red)

4.18 The recent Land Securities development at 20 Gillingham Street to the north-west of the site also provides a higher, more substantial development of similar scale to the Sainsbury's site, and neighbouring commercial buildings on Vauxhall Bridge Road.

4.19 Further north of the site there is significant development taking place around the Victoria Transport Interchange. Many of the new and existing buildings around the station, and extending down Victoria Street are between 15 and 20 storeys in height, in some cases higher, for example Portland House. The new higher buildings reflect the planning policy context and aspirations of the VOA.

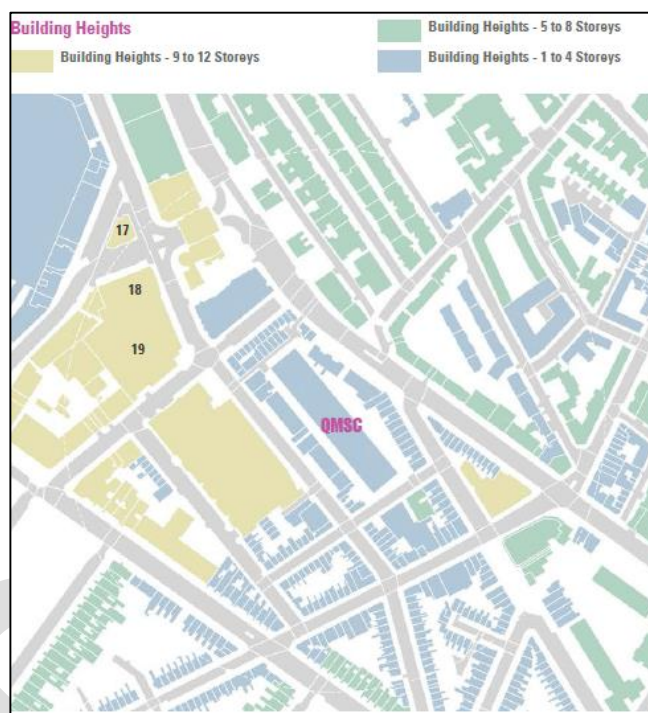


Figure 8. Building Heights around the development site

4.20 Proposals for Higher Buildings at this site

Opportunity Areas are identified within the London Plan¹⁰ as locations suitable for intensification and densification. Westminster's City Plan identifies the VOA as a location which may be suitable for tall buildings, subject to other considerations¹¹. ***The proximity of the site to the VOA and a number of higher neighbouring buildings means that higher buildings would therefore not be out of place on this site, subject to the impact on heritage and views identified in the LVMF and other policies in the City Plan.***

4.21 ***The appropriate design of any higher buildings is important and this will be assessed in terms of the impact upon the character and appearance of conservation areas, listed buildings and local views¹², as well as design quality. The council will be seeking a high standard of architecture and detailed design overall. Any proposals for a higher building in particular should be of the highest sustainable architectural design and quality, should enhance the London skyline, activate the ground floor, provide open space and be an enhancement of the public realm¹³.***

¹⁰ London Plan Policy 2.13

¹¹ City Plan policy S4

¹² See UDP policy DES3

¹³ See also London Plan policy 7.7, the Heritage, Views and Tall Buildings Development Management policies consultation booklet and draft replacement Tall Buildings Guidance produced by CABE and Historic England.

4.22 **Architecture**

The site is located in an area where a number of different townscape and character areas converge, resulting in a lack of uniformity in terms of architectural style, both within the street block and between neighbouring blocks. This variety includes the Victorian terraces of Pimlico, to the modern developments completed in recent years within the VOA¹⁴.

4.23 The site therefore has the opportunity to reflect the best of the key architectural language and character from within and around the site, retaining key features and buildings of merit, while reflecting the location of the site on the fringe of one of Westminster's strategic development areas. Modern architecture is encouraged in the right context, providing it respects Westminster's heritage and local distinctiveness and enriches its world-class city environment. There is a strong justification for a comprehensive development approach to address the architectural irregularities of the site.

4.24 Any application for redevelopment of the site will be required to be accompanied by a Heritage Statement, which sets out the significance of all heritage assets affected by the proposals, including impacts on the conservation areas and in particular, the relationship of the development to the rear of the listed buildings at Gillingham Street and principally when seen together with the front elevation.

4.25 All proposals for taller buildings should be supported by appropriate studies analysing relevant planning issues, covering heritage and views, daylight and sunlight, overshadowing, microclimate, solar glare and other issues as appropriate.

¹⁴ See Appendix 3 for detailed analysis of the surrounding architecture

5.1 Roads

Vauxhall Bridge Road is a wide and heavily trafficked road dominating the townscape. The other roads forming the site boundary provide access between the main road and the surrounding areas and are typically not as busy, narrower, quieter, two-way routes with on-street parking. Gillingham Row runs through the site but it is a quiet, narrow route, without full pedestrian pavement running the length of the street, resulting in safety concerns for pedestrians. ***There is particular scope to improve the quality of the environment for those using the area and the council will look for imaginative responses to its current domination by the road and the issues of noise and air quality to which it gives rise.***

5.2 Any redevelopment of the site must take into account the flow of traffic around the site and the impact access for servicing and delivery will have on the flow of traffic in the area.

5.3 Public Transport

The site falls within Transport for London (TfL) travel zone 1 and has a PTAL rating of 6b (the highest rating possible, indicating excellent public transport accessibility). It is within five minutes walking distance of London Victoria mainline rail station/transport interchange – one of the busiest public transport interchanges in the country, providing long distance links to the UK, including an international link via the Gatwick Express. The debate is not yet settled on whether Heathrow or Gatwick airport will be expanded. If the latter is chosen the increased capacity at this airport may have an indirect impact on this development site in terms of increased passengers moving around the vicinity of the station and a greater need for clear way-finding and high quality public realm.

5.4 The mainline train station and Underground Station serve 137 million and 80 million passengers per year respectively¹⁵. The Victoria Transport Interchange is currently undergoing a major redevelopment to increase the capacity of the underground station and improve facilities.

5.5 The Victoria area also has a strategic position on the road network and is a key node for bus routes across the capital. This development site benefits from six bus routes on Vauxhall Bridge Road and one serving Wilton Road, granting access to many different parts of central London. The Victoria Coach Station, further to the west of the site, additionally provides road travel across the country and to continental Europe.

5.6 The excellent public transport accessibility makes the site ideal for high density residential development (subject to design and amenity considerations) and redevelopment should promote sustainable transport methods.

5.7 Crossrail 2 and High Speed 2

Crossrail 2 is a proposed major transport infrastructure project connecting National Rail networks in Surrey and Hertfordshire with central London for which funding was announced in the Budget in 2016. A Crossrail 2 station is proposed at the western side of Victoria station which will potentially bring more commuters into the area above the very high numbers that are already using the public transport infrastructure. This could have the effect of increasing demand from commuters on the existing sports centre and retail uses. This development site does not fall within the safeguarding zone for Crossrail 2.

¹⁵ Victoria Station Upgrade Environmental Statement: Non-Technical Summary

5.8 The proposed High Speed 2 railway, which links London (Euston) with the Midlands and northern cities, may also have an indirect impact upon this site if commuters travel from Euston to Victoria.

5.9 Car Parking

Given the site's very high public transport accessibility level owing to the proximity to several bus stops and the Victoria Transport Interchange, it is not expected that private car parking will form a significant element of redevelopment proposals in the interests of sustainable development. However in line with adopted policy, it is expected that unallocated parking will be provided for use by residents within the scheme.

5.10 Innovative and space saving approaches to car parking provision will be appropriate and options for lifetime car club membership, on-site car sharing schemes and the potential to share surplus parking spaces with other developments in the vicinity should be explored. Parking ratios in recently approved developments in Victoria are given in Appendix 7 and indicate the levels of parking which may be appropriate for this site.

5.11 Any proposed car parking provision should include disabled parking and active and passive electric vehicle recharging provision in line with London Plan standards. Car parking in support of new commercial uses (except for the provision of disabled parking) will not be permitted, in line with Council policy.

5.112 Cycling

Several proposed cycle Superhighway¹⁶ and Quietway routes pass in the vicinity of the site, however high volumes of traffic use the highway network around the site (which also carries a number of bus routes), therefore creating potential conflict for the large number of cyclists who use routes such as Vauxhall Bridge Road.

5.13 Currently, the site is poorly served by a small number of on-street Sheffield cycle stands on Vauxhall Bridge Road, adjacent to the main sports centre entrance and on Wilton Road, in addition to a cycle hire docking station on Vauxhall Bridge Road. The stands in their current form and arrangement make an inefficient use of public space, and do not provide secure covered facilities. **The inclusion of replacement/new docking stations for the Mayor of London's Cycle Hire scheme should be considered as part of redevelopment of the site¹⁷ and where proposed should be integrated into public realm proposals, while maintaining pedestrian priority.**

5.14 **Any development should make a demonstrable contribution to making it easier, safer and more attractive to travel by bike into and through the area. The promotion of cycling as a key sustainable mode of transportation to and from the site should be a key consideration of any development proposals, with a direct relationship to health and well-being and the primary sports and leisure function of the site. Opportunities should be taken where possible to improve conditions for cyclists, providing separation and security, while not jeopardising pedestrian priority.** There is the opportunity for a cycling hub to be created, offering secure cycle parking and potentially maintenance and repair services in the vicinity of the transport interchange. **Cycle parking should be accompanied by ancillary changing and showering facilities for users as appropriate.**

¹⁶ Cycle Super Highway 5 was recently completed.

¹⁷ London Plan policy 6.9

5.15 London Plan policy requirements¹⁸ would require a significant quantity of cycle spaces to be required as part of development proposals, depending on the uses proposed (i.e. the needs of residents, workers and visitors to the site should be considered) and the quantum of development. **Given the potential cycle storage requirements and constrained size and arrangement of the site, there is the potential for a range of secure and innovative approaches to be explored for both short-stay and long-stay cycle storage that optimise provision, while making the most effective use of space alongside the uses they are serving.** For example Ecocycle storage solutions can be incorporated above ground, below ground or within new buildings.



Figure 9. Impression of above ground Ecocycle storage facility

5.16 Pedestrians

The sports centre and shopping offer (particularly the large Sainsbury's supermarket on Wilton Road and the retail uses on Warwick Way) draw people along Wilton Road and past the site creating significant footfall, likewise many pedestrians are drawn in the opposite direction towards the main transport interchange. However, Wilton Road provides a cluttered and uneven pedestrian experience, with street furniture and bus stops conflicting with shop fronts and tables and chairs in some locations, in addition to poor quality paving and uneven surfaces. **There is conflict throughout the wider area between pedestrians and road traffic which should be addressed by the redevelopment of the site through, for example, the provision of pedestrian crossings, legibility, effective and appropriate lighting, improved footpath capacity at pinch points and the incorporation of designing out crime principles to improve actual and perceived safety.**

Servicing

5.17 The high concentration of commercial activity and retail uses alongside residential uses creates challenges in relation to servicing and deliveries which will be exacerbated by densification of the site. The area's historic urban fabric creates a further level of constraint. **Proposals must therefore develop a servicing and delivery strategy that minimises adverse impacts, reduces traffic and emissions and does not compromise the safety of other users of the public highway or public realm¹⁹.**

¹⁸ Table 6.3 of the London Plan

¹⁹ See City Plan policy S42 and UDP policy TRANS 20

6.1 In line with national planning policy, sustainable development is a strategic objective of Westminster's City Plan and comprehensive redevelopment of this site as a whole offers opportunities to make a significant contribution to Westminster and London's sustainability objectives²⁰.

6.2 Renewable Energy

Renewable energy generation and low carbon energy technology options will be expected as part of the redevelopment to achieve at least 20% reduction of carbon dioxide emissions²¹ to future proof the energy needs of the site and contribute to wider regional sustainability objectives. An energy assessment should accompany all major planning applications, setting out the most appropriate and feasible source of renewable energy generation for that proposal.

6.3 District Heating

It is expected that the development should be self-sufficient in terms of energy demands as far as is practicably possible. Development will connect into existing district heating systems in order to obtain low carbon heat. The substantial NOVA development has a combined heat and power facility which is under-utilised and capable of connecting to other developments to provide energy. Although there are practical restrictions for this site to connect to NOVA (heavily developed sub-surface infrastructure formed of existing utilities, a submerged river, the newly extended Victoria London Underground station ticket halls and the District and Circle line for example), exploration of the feasibility of doing so is strongly encouraged.

6.4 A more immediately practical solution would be connecting to the Council-owned Pimlico District Heating Undertaking (PDHU), which also has combined heat and power facilities to supply low carbon background heat. The site is in close proximity to the Lillington and Longmoore Gardens Estate, which houses a boiler to provide 'top-up' heat to the PDHU. To connect this development site into the PDHU is a simple case of installing a pipe between the site and the estate.



Figure 10. Extent of PDHU (2008)

²⁰ London Plan policy 5.6 and City Plan policy S39

²¹ See City Plan policy S40

6.5 However, while the PDHU has capacity to cope with the additional demand which would be created by development at this site, an additional boiler at Lillington and Longmoore Gardens Estate would be required to reinforce the network. This might give rise to the need for an increased financial contribution from this site to pay for the new infrastructure (over and above the cost of the pipe). Connecting to NOVA or PDHU should provide savings to the site in terms of on-site plant and plant rooms which may be sufficient to justify the full connection cost being borne by the site. The council would welcome discussion with potential developers of approaches that could be made to facilitate these connections (and connections *between* PDHU and NOVA) and might consider use of its resources (such as use of Community Infrastructure Levy (CIL) resources) to support implementation²².

6.6 Greening

Given its importance to mitigating the impacts of climate change and the contribution it makes to the public realm, the council will seek incorporation of urban greening in development of this site, such as new planting in the public realm, and within developments on communal and private amenity space. This will also include the provision of multi-functional green infrastructure, including green and brown roofs, blue roofs, green walls and other appropriate approaches. This type of greening can assist in climate change adaptation through providing cooling, sustainable urban drainage and biodiversity enhancement, in addition to providing visual benefits.



Figure 11. Green wall at Edgware Road station

6.7 Sustainable design and emissions

The council will expect development to embody exemplary standards of sustainable design, including renewable energy solutions. All major developments are required by the London Plan²³ to be 35% over and above the requirements for carbon reduction set out in Part L of the Building Regulations 2013²⁴. If the 35% reduction cannot be reached then the carbon can be offset at a current agreed cost of £2,700 a tonne²⁵, which the Council will

²² See Westminster's Regulation 123 List

²³ The Mayor's Climate Change Mitigation and Energy Annual Report: 2015

²⁴ Building Regulations Part L

²⁵ Carbon Policy Feasibility Assessment, 2013. N.B. This cost is currently under review by the Council to account for the expensive nature of offsetting in Central London.

allocate to offset carbon in other schemes. The Council already has offset funds available and is keen to pilot new technologies and monitor their performance, so we can demonstrate to others that it is possible to achieve significant improvements in building sustainably over and above Government building regulations. ***Any innovative ideas with significant carbon reduction potential and wider applicability in Westminster will be welcomed as part of this proposal.***

6.8 Flooding

The site is within Flood Zone 3 and therefore Sustainable Urban Drainage (SUDs) options should be utilised as part of any redevelopment of the site, along with opportunities for managed rainwater attenuation and discharge explored. Grey water recycling systems, which maximise rainwater harvesting, can have the dual benefit of reducing fresh water usage and reducing surface water flooding.

6.9 Air Quality

The main source of pollution in the Victoria area is road transport and emissions from gas burning boilers. ***As the site falls within a designated air quality management area, the Council will require a reduction in air pollution to meet the objectives for pollutants set out in national strategy and to meet the requirements of City Plan policy²⁶.*** Proposals should be accompanied by an air quality assessment, establishing how they intend to mitigate the detrimental effects of air quality resulting from their proposed development, but also any necessary measures to mitigate existing poor air quality and safeguard potential residents or users of their buildings and spaces. Proposals for biomass boilers will be unacceptable.

6.10 Proposals for redevelopment should include, as far as possible, other sustainability measures, such as passive solar design, natural ventilation, photovoltaics, solar water heating, wind and fuel cells and waste disposal.

6.11 Major new development on the scale envisaged is required to provide on-site recycling and composting waste management facilities, except where the Council considers that it is inappropriate or unfeasible to do so²⁷.

²⁶ See City Plan policy S31

²⁷ See City Plan policy S44

7.1 This chapter describes the planning policies which are relevant to this site and explains how compliance with them will deliver the vision the Council has for its redevelopment and its contribution to delivering wider strategic planning objectives. Westminster's local development plan is made up of the London Plan, Westminster's City Plan: Strategic Policies (2013) and the Unitary Development Plan (saved policies) (2007).

7.2 Social and Community Infrastructure

Provision through development of new social and community infrastructure in general, and sport and leisure facilities in particular, is strongly supported by the City Plan²⁸ and London Plan²⁹, and modernisation of the sport and leisure facilities at the Queen Mother Sports Centre is one of the council's overriding objectives for development of the site. Existing sports facilities are protected from redevelopment to other uses, although redevelopment and enhancement is welcome, particularly where this results in multi-use public facilities³⁰. While the existing facility has significant value, there are a number of shortcomings and opportunities in terms of how it anchors the existing site and interacts with the public realm which any development will be expected to address (see Chapter 3).

7.16 The primary and secondary schools close to the QMSC use the sports centre weekly for physical education classes. ***The redevelopment of the existing leisure centre is a priority for the site to create a modern sports facility to meet growing demands, however it is imperative that alternative facilities are found for the existing users of the centre (particularly the schools) prior to the QMSC closing for redevelopment.***

7.3 Open Space

There is little public open space in the vicinity of the site and the wider Victoria area is designated as an area of open space deficiency, lacking external spaces to dwell. The closest open spaces to the site are private, belonging to Westminster School (the 13 acre Vincent Square) or private residential gardens as illustrated below. The nearest public open spaces are either the roof garden within Cardinal Place, the Cathedral Piazza or Grosvenor Gardens (approximately 400 metres from the site). The wider Pimlico area to the south includes public open space at St George's Square, which is roughly 1 kilometre from the site.

²⁸ City Plan policy S34

²⁹ London Plan policies 3.16 and 3.19

³⁰ London Plan policy 3.19, City Plan policy S34 and UDP policies SOC 1, 7 and 8



Figure 14. Open space

7.4 **Local policy seeks to mitigate additional pressure on open spaces by securing new improved public open space within developments³¹. As part of the site falls within a designated area of wildlife deficiency biodiversity improvements through roof-top gardens and general greening should be provided³², as well as protection from the elements, particularly the effects of microclimates caused by building design, such as down draft. The shopping centre would greatly benefit from the creation of a new, high quality pedestrian-only public space³³, which is a key priority for the site's development and which would improve the permeability of the site.**

7.5 Residential

The site's location within a designated shopping centre and the high PTAL rating of 6b means this is a sustainable location that would support the delivery of higher density residential accommodation, compared to the quieter areas of Pimlico to the south³⁴.

7.6 **New homes are required by policy to be fit for purpose throughout changing life circumstances, of an appropriate density to optimise the land and of a good quality, in particular meeting minimum space standards³⁵.** A third of units are expected to be family sized where possible, with appropriate provision of amenity space for all units. The site is identified as an area of play space deficiency and new children's play space is expected to be provided for developments with over 25 family sized units³⁶. The delivery of residential accommodation is increasingly important to achieve Westminster's housing target of 1,068 units per year and meet local objectively assessed need in terms of size, type and tenure³⁷.

³¹ City Plan policy S35 and UDP policy ENV 15

³² City Plan policy S38

³³ UDP policy TRANS 3

³⁴ A recent government consultation on changes to the NPPF identified commuter hubs as suitable for higher density residential development (see Appendix 1).

³⁵ London Plan policies 3.1 – 3.5, 3.7-3.8, 3.14, 7.1, 7.2 and City Plan policy S29

³⁶ UDP policies H 3, H 5, H 10, H 11 and SOC 6

³⁷ City Plan policies S14 - S16

7.7 Affordable housing

Westminster's adopted affordable housing policies require the provision of a proportion of on-site affordable housing when 10 or more new units are proposed or the new residential floorspace is more than 1,000sqm³⁸. Westminster has a strategic target to deliver 30% of new homes as affordable across the city but requirements for individual sites differ. ***At this site 35% affordable housing is required for developments over 2,500sqm net residential floorspace³⁹. As a general rule 60% of affordable units are expected to be social or affordable rented units and the remaining 40% in intermediate tenure. The exact proportions are agreed with the Council.***

7.8 Affordable housing policies will be significantly altered by the Housing and Planning Bill which is currently proceeding through Parliament, particularly its provisions requiring local planning authorities to promote "starter homes" to facilitate home ownership for first time buyers. The Bill includes powers for ministers to set a requirement for a proportion of starter homes that will have to be provided in new developments (possibly 20% of units). It is very likely that by the time this site comes forward for development, the amount and tenure of affordable housing that is required will be very different from current policy as a result. These changes will impact upon development economics and the amount of social and intermediate tenure units which can viably be provided.

7.9 Mixed Use

The site contains a mixture of existing residential, commercial and leisure uses (including shops, cafés and restaurants), reflecting the location of the site as one that borders the VOA and Core CAZ and falls partially within a shopping centre.

7.10 Regional and local planning policies seek to promote London's World City functions, manage its heritage and enhance the unique international, national and London-wide roles of the CAZ, supporting local as well as strategic mixed uses, ensuring social infrastructure meets residents and visitor's needs and protecting and enhancing predominantly residential neighbourhoods within the CAZ⁴⁰.



Figure 12. Main land uses

7.11 The site falls within the Pimlico section of the CAZ, an area which although identified in Westminster's City Plan as being predominantly residential and where town centre uses which support the local community are supported⁴¹, as part of the CAZ, it is a location where

³⁸ London Plan policies 3.9 – 3.13

³⁹ UDP policy H 4, City Plan policy S16. See also the Interim Note on the application of the affordable housing policy.

⁴⁰ London Plan policy 2.12 and City Plan policy S1.

⁴¹ City Plan policy S10

a rich mix of local and strategic uses are directed to form an attractive and competitive business location⁴² including increases in office floorspace⁴³. In addition to this, given the site's location directly adjacent to the VOA, its function and characteristics are more akin to the Core CAZ. ***It would therefore be appropriate for a mixed use development to take place on this site, with a significant element of residential to complement the site's location in the Pimlico CAZ.***

7.12 Westminster's mixed use policy currently requires residential floorspace to be provided alongside commercial floorspace where a threshold for commercial provision is exceeded, however this policy is currently under revision (adoption expected mid-2016). The new policy removes the priority for residential provision in the Core CAZ, Named Streets and Opportunity Areas, instead seeking to incentivise office and commercial development. Were the VOA boundary extended to include this development site, the revised mixed use policy would apply; however, as it is expected that the site will deliver a mix of uses, including an uplift in commercial floorspace, this policy requirement is unlikely to be a burden.

7.13 Retail

The site is located within the Warwick Way/Tachbrook Street CAZ Shopping Frontage (see Appendix 6) where new retail floorspace is encouraged⁴⁴. Existing ground floor uses around the site and in the immediate vicinity include retail units, cafés and restaurants. Wilton Road and Upper Tachbrook Street fall within the shopping centre's secondary frontage and include clothes shops, photography supplies, a deli and a gift/homeware shop.

7.14 Existing retail and town centre uses are protected by local planning policy⁴⁵ and the presumption for any redevelopment will therefore be to re-provide the existing quantum of retail and town centre floorspace.

7.15 The existing retail environment is of a poor quality; Upper Tachbrook Street is described as the only physical blight in the environmental assessment within the 2013 Health Check for the Warwick Way/Tachbrook Street shopping centre⁴⁶. ***Development proposals should therefore seek to enhance the overall shopping experience, vitality and viability of the centre⁴⁷ through physical improvements to units as well as townscape and public realm improvements⁴⁸.***

7.16 There is an expectation that occupiers of the existing retail units (including restaurants and café uses) within the site will be offered an opportunity to return to a unit within any new development. A range of unit sizes should be provided in accordance with local need and to appeal to independent as well as larger providers. Adopted policy directs that no less than 55% of the frontage length should be in A1 use class and proposals should not create or lead to a concentration of non-A1 units (3 or more) in any individual frontage or parade⁴⁹. Emerging local planning policy seeks to create greater flexibility for secondary frontages, while maintaining the approach to the concentration of non-A1 uses as existing⁵⁰.

7.17 Any proposal would therefore need to agree with the council the how the principle of a mixture of town centre uses on the site will be addressed, , taking

⁴² London Plan policy 2.10

⁴³ London Plan policy 2.11

⁴⁴ City Plan policy S10

⁴⁵ City Plan policy S21

⁴⁶ Warwick Way/Tachbrook Street Shopping Centre Health Check

⁴⁷ City Plan policies S6 and S10

⁴⁸ UDP policy SS 14

⁴⁹ UDP policy S6 and S7

⁵⁰ See Westminster Economy Development Management Policies consultation booklet

account of the policy for the shopping centre and the current mix as set out in the latest town centre 'health check'⁵¹ and updated in the Authority's Monitoring Report.

7.18 Offices

Policies aim to develop a strong, sustainable and diverse economy, supporting inner London regeneration and mixed use development, and enhancing sporting enterprises⁵². The site contains existing modern office floorspace of varying quality along both the Vauxhall Bridge Road and Wilton Road frontages. **The principle of including offices on the site is therefore already established and as the site is within the CAZ and directly adjacent to the Core CAZ and VOA, replacement and improved office floorspace is encouraged** to meet London's strategic aspiration for growth in office provision⁵³. The office stock in the wider Victoria area includes a number of new large floor plate office buildings, which would not be out of place on this site. The Council would also like to see some affordable business space offered as part of a redevelopment⁵⁴.

7.19 New commercial development is expected to provide employment, training and skills opportunities for local people.

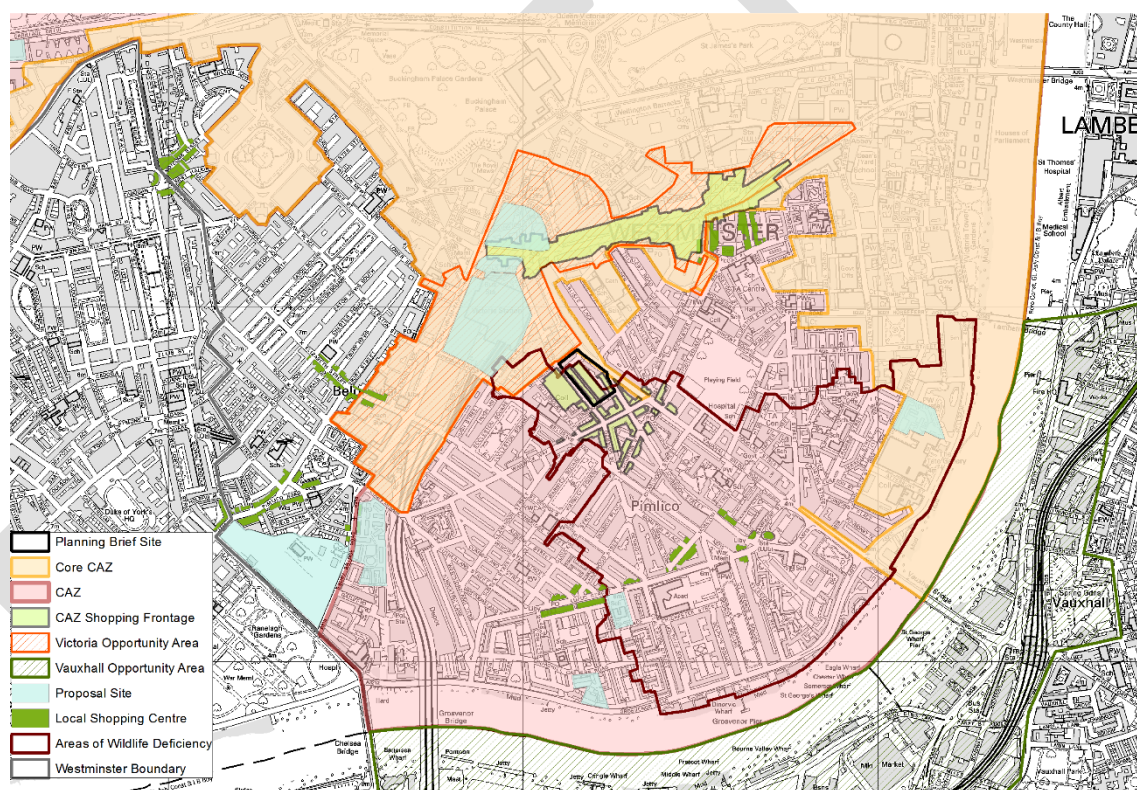


Figure 13. Local policy designations

⁵¹ Westminster Shopping Centre Health Check Reports are available here: <https://www.westminster.gov.uk/shopping-centre-health-checks>

⁵² London Plan policies 4.1, 4.2, 4.6

⁵³ London Plan policy 4.2, City Plan policies S18, S19 and S20 and UDP policy COM 1

⁵⁴ City plan policy S20, London Plan policies 2.9 & 4.1 and City For All 'City of Aspiration' corporate commitment to support start-ups businesses.

7.20 Victoria Opportunity Area

The VOA boundary currently sits directly adjacent to this site along Gillingham Street. It is identified in the London Plan as an area with high public transport accessibility and potential for redevelopment and growth in the number of homes and jobs⁵⁵. The local policy requirements for the VOA⁵⁶ align with the priorities identified for this site e.g. new homes, employment space, improvements to public realm, mixed use and improved sports and leisure facilities. Additionally, the site is functionally similar to the rest of the VOA and is driven by the same market inputs that influence development in the VOA. Recent developments have taken place close to this development site which are also just outside the boundary of the VOA (e.g. the large Sainsbury's supermarket development on Wilton Road), but which are characteristic of the VOA indicating that, although the formal boundary hasn't changed, the VOA is expanding. ***The City Council is therefore considering bringing this development site and its environs into the VOA – which will make the VOA policy a material consideration in the determining of a planning application at this site*** (the weight of which will increase the closer the council comes to formally adopting the boundary revision). ***In any case it is appropriate that the principles of the VOA policy are applied at this site given its proximity, similar character and function to the VOA.***

7.21 Hotel

Existing hotels are protected by local policy⁵⁷ and ***should the hotel, which exists on Gillingham Street, be included in redevelopment plans for the site, the use is expected to be re-provided.***

7.22 Energy and climate change

Increased biodiversity and urban greening at the site will also contribute to strategic climate change objectives, such as reducing the urban heat island effect and mitigating surface water flooding⁵⁸. Sustainable energy uses are encouraged for the design and construction of the building⁵⁹ and the site should link to local decentralised energy networks⁶⁰.

7.23 Transport

Sustainable transport options are supported and encouraged by regional and local policy, including provision of electric vehicle charging points and integrating new development with existing public transport⁶¹. New development at this site should therefore take into account the existing transport infrastructure and the site layout should facilitate easy access and way-finding to public transport, as well as Cycle Superhighways and cycle hire docking stations. Cycling facilities are strongly encouraged (e.g. provision of bicycle storage and showering facilities associated with commercial uses⁶²) and minimum cycle parking standards, in the London Plan should be followed⁶³. Local policy dictates parking standards depending on the number and size of residential properties proposed⁶⁴. (See Chapter 3).

7.24 Design and Heritage

Development to or affecting the setting of a listed building will protect or enhance it, ensuring the features of special architectural or historic interest that they possess are conserved⁶⁵. Likewise, development within a conservation area or affecting the setting of one must

⁵⁵ London Plan policy 2.13

⁵⁶ City Plan policy S4

⁵⁷ City Plan policy S23 and UDP policy TACE 1

⁵⁸ London Plan policies 5.9 – 5.14

⁵⁹ London Plan policies 5.2 - 5.19

⁶⁰ City Plan policy S39

⁶¹ London Plan policies 6.13, 6.1, 6.3 and 6.7

⁶² London Plan policy 6.9 and 6.10, City Plan policy S41 and UDP policies TRANS 9 and TRANS 10

⁶³ Table 6.3 of the London Plan.

⁶⁴ UDP policies TRANS 21, TRANS 22 and TRANS 23. See also emerging policy CM41.10 in Westminster's Transport and Movement Development Management Policies consultation booklet.

⁶⁵ UDP policy DES 10

preserve or enhance its character or appearance⁶⁶. This does not mean that redevelopment at this site is restricted by its heritage assets, but instead that opportunities to conserve or enhance the conservation areas and listed buildings in line with national policy must be embraced⁶⁷.

7.25 New development on this site will be expected to incorporate exemplary standards of sustainable and inclusive urban design and architecture inside and out, resulting in safe, secure environments⁶⁸.

7.26 Owing to the site's proximity to the VOA and the prevailing character or the location, this site may be suitable for a taller building/s subject to the impact on views and heritage. However, taller buildings should not have an unacceptably harmful impact on surrounding heritage and will be designed with respect to the prevailing character of the local area⁶⁹. (See Chapter 4).

7.27 **Conclusion and summary**

The site will be expected to incorporate a mix of uses, including town centre type commercial uses, the re-provision of existing retail space and hotel use to equal those which are in existence on the site. New modern office floorspace will be appropriate on this site. The existing QMSC will be replaced with an improved, modern, sports and leisure offer and an increase in residential units on the site will be expected, including affordable homes.

7.28 There should also be attractive public open space as part of the redevelopment of this site, which will contribute to the site being a destination in its own right, and create permeability between Vauxhall Bridge Road and the Wilton Road shopping frontage.

7.29 The location of the site and its variety of functions represents the opportunity to shape the site and public realm for maximum shared benefit, accommodating various functions in a high quality environment. A holistic approach to the site would lead to proposals that deliver a range of strategic objectives that both build on the site's location on the fringe of the VOA, and strengthen the Pimlico area's key neighbourhood shopping centre.

⁶⁶ UDP policy DES 9 & City Plan policy S25

⁶⁷ See Chapter 12 of the NPPF

⁶⁸ City Plan policy S28 and London Plan policies 7.3, 7.5. and 7.6

⁶⁹ London Plan policy 7.7 and UDP policy DES 3. Also see emerging strategic tall buildings policy in Heritage, Views and Tall Buildings Development Management Policies consultation booklet

Chapter 8

Policy requirements

8.1 This table summarises in policy terms what is expected from development at this site. Text in blue indicates a non-negotiable requirement. The policy references are intended to signpost developers and are in no way an exhaustive list of policies which developers should consult when drawing up a proposal.

Theme	Requirements from development at this site	Policy references
Principles of development	A mix of uses	London Plan policies: 2.12, 4.1, 4.2, 4.3
	A holistic approach to redevelopment of the whole site	City Plan policies: S1, S4
Residential	Increase in residential units at a density appropriate to the site's location and 6B PTAL rating	London Plan policies: 2.13, 3.1 - 3.5, 3.7 - 3.14, 7.1, 7.2 City Plan policies: S4, S14 - S16, S29 Unitary Development Plan policies: H3 - H5, H10, H11, SOC 6
	High quality residential units	
	Sustainable residential units in terms of energy and water	
	Units should be fit for purpose during changing life circumstances	
	A third of new units should be family sized (3 or more bedrooms)	
	An appropriate amount of amenity space should be provided for residents	
	Development should address play space deficiency	
	35% affordable housing required	
	A mix of intermediate and social tenures in the affordable provision	
	20% of units may be required as starter homes	
Units should meet minimum space standards		
Public realm	High quality, new attractive and accessible open space creating permeability through the site and a space for people to meet / dwell	City Plan policies: S4, S35
	Improved legibility and way-finding	Unitary Development Plan policies: ENV15, TRANS 3
	Improvements to safety for pedestrians e.g. effective and appropriate lighting, improved footpath capacity, pedestrian crossings	
Car parking	Provision of unallocated off-street car parking for a proportion of residential units	London Plan policy: 6.13
	Innovative space-saving ideas for car parking encouraged	City Plan policies: S41, S42
	Car club membership options for residents	See also emerging local strategic

Car parking cont.	Space for safe and appropriate servicing and deliveries	transport policies
	Disabled parking spaces	Unitary Development Plan policies:
	Electric vehicle car parking/charging points	TRANS 20 - 26,
Cycle parking	Promotion of sustainable transport methods by making it easier, safer and more attractive to travel by bike	London Plan policies: 6.9, 6.10
	Secure cycle parking / innovative cycle storage solutions	
	Provision of a cycle hub including for example maintenance and repair services	City Plan policy: S41
	Changing / showering facilities for cycle parking provided as part of commercial uses	Unitary Development Plan policies:
	Replacement or new docking stations for the London Cycle Hire Scheme	TRANS 9, TRANS 10
Sports and Leisure centre	Improved, modern, accessible sports and leisure centre	London Plan policy: 3.19
	Alternative facilities must be found for sports centre users before redevelopment can commence	City Plan policies: S4, S34 Unitary Development Plan policies: SOC 1, 7 & 8
Commercial uses	Contribute to Victoria's emerging status as an office destination	London Plan policies: 2.13, 4.1, 4.2, 4.6
	Create new jobs	
	Offer employment, training and skills opportunities for local people	City For All – City of Aspiration
	Replacement of existing office floorspace	City Plan policies: S4, S18, S19, S23
	Provision of affordable business space	Unitary Development Plan policies: COM 1, TACE 1
	Replacement of hotel	
Sustainability	On-site renewable energy generation, on-site reduction in carbon dioxide emissions by 20% and 35% over and above the requirements for carbon reduction as set out in Part L of the Building Regulations	
	Connection to local district heating networks	
	Incorporate sustainable urban drainage into the site	London Plan policies: 5.6, 5.9 - 5.14
	Managed rainwater attenuation and grey water recycling facilities	
	Biodiversity improvements through greening the public realm	
	Reduction in air pollution	City Plan policies: S31, S38, S39, S40, S44
	Sustainable control of heating through passive solar design and natural ventilation	
	Sustainable design and construction methods	

Sustainability cont.	On-site recycling and composting waste facilities	
Design	Sustainable and inclusive design and architecture inside and out	City Plan policy: S28
	Incorporate designing out crime principles	
Retail	Replacement of existing, and an uplift in, retail floorspace	City Plan policies: S6, S10, S31
	Physical townscape improvements to the shopping centre to enhance the overall shopping experience, viability and vitality of centre	
	Provision of a range of units sizes	
	Existing occupiers of A1/A2/A3/A5 units offered space in the new development	Unitary Development Plan policies: SS6, SS7, SS14
	Development should not result in a concentration of non-A1 uses and not less than 55% of the frontage length should be in A1 use	
Heritage	Retention of buildings within the Pimlico Conservation Area which make a positive contribution and retention of key features of merit across the site	London Plan policies: 7.3, 7.5, 7.6
	Modern architecture is encouraged in the right context with respect to local heritage and local distinctiveness	City Plan policies: S25, S28 Conservation Area Audits Unitary Development Plan policies: DES 9, DES 10
Higher buildings	Should not have a harmful impact on surroundings	London Plan policy: 7.7
	Not be visible from the Palace of Westminster or from townscape views	London View Management Framework
	Enhance the London skyline	
	Activate the ground floor	Emerging strategic higher building policy
	Incorporate sustainable architectural design	Unitary Development Plan policy: DES 3

Chapter 9

Implementation and resources

9.1 Compulsory Purchase

The site is currently in multiple ownerships with Westminster City Council owning the QMSC in its entirety.

9.2 Implementing the aspirations for the site is dependent upon a whole site approach to redevelopment rather than piecemeal development which is likely to be incoherent and will not realise the vision for the site. This is necessarily dependent upon either a strong partnership and/or joint venture between the owners of the different elements of the site, or single ownership of the site.

9.3 Unless a strong partnership approach and shared vision for the area can be drawn up, compulsory purchase of the buildings and land which fall outside the Council's ownership may be necessary to ensure the site is redeveloped to its optimum potential. This would align with the Government's drive to make the most efficient use of public land⁷⁰. Compulsory purchase may be justifiable at this site owing to the obvious positive social and economic change which can be brought about by a whole-site approach to development.

9.4 Some background information to Compulsory Purchase can be found in Appendix 14.

9.5 Community Infrastructure Levy

Westminster's Community Infrastructure Levy (CIL) came into force on 1st May 2016. Westminster's CIL will impact upon the site in two ways – the first is that CIL monies may be able to be spent to fund the redevelopment of the sports centre and some other elements of the site development e.g. utilities infrastructure.

9.6 The site falls within the 'Core' CIL area and sports, leisure and community use would fall under 'all other uses' and therefore incur no CIL charge. Net increases in market residential and commercial floorspace at the site, however, will be liable to pay CIL⁷¹. The following charges per square metre of net floorspace are made against liable developments:

Use	Area		
	Prime	Core	Fringe
Residential (including all residential 'C' use classes)	£550	£400	£200
Commercial (offices; hotels, nightclubs and casinos; retail (all 'A' use classes and sui generis retail)	£200	£150	£50
All other uses	Nil		

Figure 15. Westminster's CIL Charging Schedule

9.7 The Mayor's Community Infrastructure Levy was introduced in 2012 to help finance Crossrail and is a charge of £50 per square metre on qualifying development in Westminster. Medical, education and affordable housing floorspace is exempt from the Mayoral CIL, all other net floorspace is liable.

⁷⁰ One Public Estate: Unlocking the Value in Public Sector Assets

⁷¹ Further information on what types of developments are liable can be found on our website: www.westminster.gov.uk/cil

9.8 Documents and information necessary to support a redevelopment application

- Assessment of the impact of the development on neighbouring amenity.
- Heritage Statement assessing the impact of the development on heritage, in particular: the quality, scale and character of replacement buildings, the impact on the affected conservation areas, listed buildings and views from registered parks and gardens.
- Views assessment and an assessment of proposed taller elements of the development on nearby heritage assets, conservation areas and neighbours.
- Transport assessment analysing the flow of traffic, impact upon cyclists and pedestrians and the impact of servicing and deliveries.
- Air quality assessment which explains how the development will contribute to safeguarding residents or users of the proposed buildings and spaces from poor air quality.
- Study on daylight, sunlight, overshadowing, microclimate, solar glare and other issues as appropriate.
- Tree strategy outlining how the existing trees in the site will be affected by the development and the proposals for improved greening.
- Public art strategy which will explain proposals for public art in the development and how they will make a positive contribution to the streetscape, built environment and public spaces, while not adding visual clutter or confusion to the public realm.
- A management plan for the site which should also provide details of how management arrangements are to be funded or to be secured through Section 106 agreements as appropriate.