

# Westminster Way- Public realm strategy

## Design principles and practice



# Definitions & Acknowledgements

What then is the Westminster Way? How is it defined and what are the challenges it brings?

*Westminster* - 1. a place continuously occupied for over 1000 years; 2. a city encompassing the districts of Covent Garden, Soho, Pimlico, Belgravia, Knightsbridge, Marylebone, St Johns Wood, Maida Vale, Mayfair, Bayswater, St James's, Victoria, Paddington and Queens Park; 3. a collection of 200 miles of streets and 400 miles of footways, containing 63,000 items of street furniture; 4. a place of great architectural and historic value with a unique sense of place; 5. an example of administrative excellence.

*Way* - 1. a road, track or path for passing along, a course or route for reaching a place; 2. a method or plan for obtaining an object; 3. a custom or manner of behaving; 4. a space free of obstacles; 5. a specified direction

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Produced by: City of Westminster  
City Planning Built Environment  
City Hall, 64 Victoria Street  
London SW1E 6QP  
Contact: Chris Mason  
e mail: cmason@westminster.gov.uk  
Direct line: 020 7641 2286  
Fax: 020 7641 3050

This strategy replaces the 1991 Street Furniture Manual produced by the Planning and Transportation Department and its subsequent amendment. The strategy is the result of over 20 years of co-ordinated activity since the 1986 formation of that Department and all of its subsequent experience and activity. It would not have been possible without the valued contribution of the consultants from Bennett Urban Planning, iCube and Buro Happold, who drafted the April 2004 Consultation Draft, those that worked on the Open Space Strategy and colleagues from Royal Parks, Transport for London, Gillespies who developed the Civic Streets Programme and ORB options, and from individuals in our term contracting consortia, Transerve and WestOne, who have assisted with insight and practical advice and other suppliers and contractors with knowledge of specialised equipment and problem solving, particularly Pinniger & Partners who assisted in developing the lighting chapter. Most of all thanks go to past and current members of the council's Officer Review Group whose input to issues and projects over the last 20 years and especially in the last 9 years has shaped the product and materials selection and identified strengths and weaknesses of old and proposed solutions that have helped refine this document and develop the strategy for all the spaces between the buildings in Westminster.

Two earlier, informal and formal consultation drafts was the subject of a period of public consultation in January and February 2010 and January and February 2011, respectively, and this revised version incorporates issues raised by those processes in accordance with Regulation 17 of the Town & Country Planning (Local Development) (England) Regulations 2004 (as amended).

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In this document, the critical matters are set out in by boxes such as this. The rules for public realm interventions are set out on page 17 and the process on page 23. The guiding principle is: *Keep it simple, keep it Westminster.*

Key area differences are noted on pages 36 - 37.

The strategic principles for topics are set out on the following pages:

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Cavell Memorial - Charing Cross Road, WC2.

# 1 - Foreword

1. The City of Westminster is at the heart of London, a world class city. Eighty percent of it is designated as Conservation Area. Westminster City Council is committed to a programme of Renewal as part of the Living City Programme which involves enhanced cleaning and maintenance as well as replacing worn out materials or those that do not meet the high demands made of them. Also at the heart of Westminster City Council's values is to be as sustainable as possible by minimising the use of resources and energy, by not installing unnecessary or wasteful equipment, removing redundant equipment and using materials that last longer and get re-laid rather than used once and thrown away. Thus the Strategy is also part of the council's sustainability agenda.

2. Westminster City Council's policies aim to safeguard the architectural and historic character of the city and provide an inclusive environment. The latter also means we need to remove barriers for people with impairments to get around our city. This guidance supersedes the council's current 1991 Street Furniture Manual, which was the first of its kind in the UK, and provides a new, unified approach for managing, maintaining and upgrading Westminster's streets, squares and spaces for which it and its partners are responsible. The 1991 Manual has been influential and its approach can be seen in the TfL Streetscape Manual of 2009. This version follows the publication of the Manual for Streets (Department for Transport – March 2007) that updates Government guidance on relevant matters in street design and sets the design process for interventions in the public realm into the expected context of the Local Development Framework, which is much more than just a land use planning and physical development guide, as it guides capital investment

by all public agencies and expectations for revenue funded renewal in Local Area Agreements. It also further localises advice on the management of historic areas in the Greater London Edition of Streets for All (English Heritage / Government Office for London / London Forum / Pedestrians Association – March 2000) and tailors it to the particular needs of Westminster. Further assistance is noted from the Manual for Historic Streets published by the English Historic Towns Forum in May 2008.

3. Whilst acknowledging our valued heritage it also notes the need for simplicity and, in appropriate places good, modern design. This is the way we approach design in Westminster, and the thinking behind the Westminster Way.

4. The definitions on page 2 provide an insight into Westminster City Council's approach to the management and enhancement of the public realm. The public realm is defined in the Glossary but can be:

- adopted council owned / managed streets
- privately owned / managed streets with permissive access (walkway agreements etc.)
- other public (non council) but owned / managed by a public body (e.g. TfL, Royal Parks, Crown Estate Paving Commission)
- privately owned / managed with highly regulated access (opening / closing hours etc.)
- privately owned / managed and overlooked by the public but access restricted (some garden squares with keyholder access only)
- other areas with high degrees of public access but privately owned but also very publicly visible / legible.

Westminster is special and to be effective, guidance must be based upon a profound understanding of

place. In the second instance the Way is the means by which the guidance is delivered through the policy process as well as the physical result in the city's streets and open spaces - a safe, well managed, attractive and clutter free environment that puts the pedestrian first and will be delivered through team working and partnerships.

5. Underlying this approach is a fundamental understanding of the city, the complexity and uniqueness of the place and the interconnected way in which it works. This understanding can be fully appreciated through reference to particularly the strategic (STRA) policies set out in the Unitary Development Plan (UDP) and the emerging Local Development Framework (LDF) and Local Area Agreements (LAA), that flow from the Sustainable Community Strategy (SCS) as well as more localised Conservation Area audits. Local distinctiveness will be reinforced, but in many places the buildings and the people will provide the character and richness – the public realm will play a supporting role supplying a dignified backdrop that does not disappoint; quiet quality, but with a robust specification. Given the new and emerging LDF it is timely to review and issue a new manual in the shape of this strategy on design principles and practice and it will be supported by a companion technical volume on the actual products that are to be found in the city, or can be introduced. This will guide future maintenance, new schemes and maintain control over the stock that is regularly procured.



Councillor Robert Davis DL  
Deputy Leader & Cabinet Member Built Environment



## 2 - Introduction

6. In 1991 Westminster City Council published The Westminster Street Furniture Manual, a document produced to provide a central source of information, demonstrating best practice in street management and design. The intended audience was all those with an interest in, and responsibility for, the condition of the city's public realm, but in particular the street environment.

7. Since the manual was published there has been an extensive range of additional public realm guidance, produced at both national and local levels, addressing the wide variety of issues that affect the appearance and use of the public realm. Most significant are: Streets for All – the English Heritage advice on managing the historic environment in London published in 2000. This was developed in the South East Regional Edition and the London guidance was updated in the light of experience and has case studies. Manual for Streets replaces Design Bulletin 32 and is national guidance in England and Wales on streets that are not trunk roads and was jointly published in 2007 by the Department for Transport and the Department of Communities and Local Government in England. Whilst this document concentrated on residential developments on newly or redeveloped land, there are principles applicable to the city centre and its streets and a second volume is expected later in 2010. Putting the pedestrian first is a principle the Core Strategy of the LDF brings to Westminster's streets. This document attempts to localise those strategic principles to fit the particular circumstances found in Westminster. Two CABE documents (Paved with Gold and World Class Places - CABE 2007 & 2009) make the case for investment in streets as an economic development tool and notes the function of the street as a transportation link whilst also being a place to visit. Link and Place establishes

a methodology for making the relationship between these functions and for addressing the relevant issues. There is also additional advice on counter terrorism measures and the advent of large digital screens in public places.

8. This guidance and its sister document from Transport for London Streetscape Guidance (January 2009) on the Trunk London Road Network (TLRN), recognises the important role a well-designed, well-maintained and inclusive public realm plays in providing an environment that supports a vibrant and prosperous culture and discourages anti social behaviour. Paved with Gold summarises the key features of a good piece of townscape that works well as a place, these are:

- smooth, clean, well-drained surfaces
- high-quality materials
- high standards of maintenance
- footways wide enough to accommodate all users
- no pinch points\*
- potential obstructions placed out of the way
- enough crossing points, in the right places
- traffic levels not excessive
- good lighting
- dropped kerbs (alternatively elevated tables for mobility impaired)
- appropriate use of tactile paving and colour contrast
- sense of security
- no graffiti or litter
- no signs of anti-social behaviour
- signage, landmarks and good sightlines
- public spaces along the street
- a street that is a pleasant place to be.

\* Whilst in an ideal world this is a desirable aim, in historic streets of limited dimensions and complex demands "no" may have to be replaced with "minimal".

9. Westminster Way started as a replacement of the 1991 manual but the key messages established in both the 1991 Westminster Street Furniture Manual, the 2004 consultation draft of Westminster Way and other published best practice guidance relates to street management and it now takes in open spaces as well. As well as being a manual, it has the status of a Supplementary Planning Document to explain how formal policy is applied in various circumstances, and to encompass activities as well as physical specifications, and the design and implementation process. It is the core of the council's maintenance standards The Westminster Standard and the basis for tidying the street scene through the Neat Streets initiative.

10. This revised document is now republished as a part of the Westminster Local Development Framework, which sets out the expectations for change in and management of Westminster. This document explains and amplifies policy application where it affects aspects of the design and management of the spaces between buildings irrespective of ownership or management. Its aim is to provide over-arching advice for all with an interest in the public realm. It will follow the pattern of the former UDP (adopted January 2007) by having a first part dealing with principles and setting standards, then a second part with chapters offering more detailed and area and topic based guidance.

11. Westminster Way aims to build on established best practice advocating a generally minimalist, but co-ordinated and holistic approach that considers whole life costing and sustainability in design, implementation and management of the public realm together with priority for the pedestrian and a truly inclusive public realm. It advocates that all parties within the council and partners need to 'join-up-the-thinking'. It endorses team working and peer group critiques as part of the design process. Its key audiences are:

- All council officers engaged in activities that affect the design and management of the public realm
- Consultants and contractors engaged in projects for the council and developers;
- Designers creating areas of public realm

for estates, owners, developers and other parties;

- Those that need a briefing document when working in the city for the first time; and
- Those that need a reference document whether they be members, amenity societies and interest groups.

This document does not make policy but interprets how existing (saved) UDP policies and those in national and regional policy, the Core Strategy and the City Management Plan can be applied in the city.

12. The guidance provided by the strategy and its related documents is the product of an extensive process of research and analysis that has considered both national and locally published documents. Six working papers and two issues papers were published in 2004 that set out the research findings for the strategy. Further work was undertaken on management in 2004 and the council thoroughly reviewed the type and use of open spaces in 2005/6 leading to the adoption of the Open Space Strategy in February 2007. In 2006 options were explored for altering the way street trading is handled and research is continuing in this area at the time of writing. Trees, walking and wayfinding issues have all received further research and attention. Relevant documents are published on Westminster City Council's web site.

13. As the Local Development Framework develops, it will be a Topic Guidance type of Supplementary Planning Document and is prepared on that basis to develop the Core Strategy and be evidence for policies in the City Management Plan. In accordance with Government guidance, it does not repeat Government guidance or national or Regional policy, The London Plan, detailed Westminster policies and audits are available on-line. The Core Strategy is a source of key strategic policies, as were those in the first section of the UDP that were influential during the early phases of its creation. The particularly relevant ones (although now superseded) that were pertinent to the public realm are reproduced in Appendix 4.

## Structure

14. The information and guidance in the overall approach the council takes is as follows:

### Philosophy and procedural guidance Part 1 - Sections 1 - 8

This part contains the principles of the strategy, providing design and procedural philosophy. This approach has been used since 2004 and is, with minor changes, the first part of Westminster Way Street Manual (published for consultation in April 2004 as draft SPD under the old UDP system).

### Topic and Techniques guidance – Sections 9 – 16 and appendices

This part is arranged in topic chapters that guide the detailed principles of how to handle and apply the main things that affect the public realm. They are:

#### Key themes

- design of paving & streets
- open spaces & trees
- lighting in Westminster
- exceptional projects

#### Issues of detail & management

- reducing street clutter
- commerce on the street
- public art
- implementation of new schemes

#### References & Bibliography

The bibliography contains references to other documents on maintenance processes, investment programmes in the public realm, Area Action Plans, and cross border and cross agency initiatives. A fuller list of council documents is maintained on the council's web site.

#### The Westminster Catalogue

Produced in a digital format, but printable as pdf pages, The Westminster Catalogue contains a readily updatable source of product detail pages for the range of approved open space and street furniture components and paving techniques for use

within the city. It also notes items to be removed. It is the technical specification element of the manual and also provides a useful list of points of contact within the council for those undertaking audits and maintenance. This section will be changed and updated as necessary and is a living document. It is, therefore, not a part of the SPD, but supports the philosophy and topics discussed.

15. Structure of this document - following the Foreword (above – Section 1) and this explanation of structure (Section 2), Part 1 of this document comprises the public realm philosophy for the public realm of the city and comprises the following sections:

#### Section 3 – Westminster's Heritage

An overview and introduction to the City of Westminster, highlighting the essential physical characteristics and historic legacies that combine in the public realm to give Westminster its unique 'sense of place'.

#### Section 4 - The Westminster Code

The Westminster Code sets out 10 rules, to be applied to ALL public realm interventions in the city. The rules apply equally whether the proposal being considered is one of maintenance, replacement or a new scheme.

#### Section 5 - The Westminster Palette

Establishes the principle of a distinct but limited palette of items for general use in the city's streets and open spaces.

#### Section 6 – Process for new project:

A procedural methodology is defined and illustrated in this section of the manual, providing information on the typical stages a project is expected to progress through and offering advice on various sources of reference.

#### Section 7 - Management and repair

Notes how incremental improvement can be achieved by removing unwanted items and surfaces and substituting wanted features through maintenance, strengthening and repair.

## Section 8 – Area Application

Provides an outline of the areas of the city where special circumstances and departures from the norm apply.

## Part 2 Topics and techniques

Here greater detail is set out in respect of the council's approach to street design, street management, open space design and tree management. These chapters give context to the details and products in the Catalogue. They replace the notes in the introduction pages to the materials and components section (Part 2) of the 2004 consultation draft and the remainder of that detail is now in the Westminster Catalogue that accompanies this edition. The sections are:

### Key Themes:

- Section 9 - Design of paving & streets
- Section 10 - Open spaces & trees
- Section 11 - Lighting Westminster
- Section 12 - Exceptional projects

### Detail and management:

- Section 13 - Clutter reduction selection, placement (includes legibility and wayfinding)
- Section 14 - Commerce on the street
- Section 15 - Public art
- Section 16 - Implementation

## Application

Given the importance of privately owned open spaces between buildings that already exists, the council wishes to be explicit about the types of spaces noted in paragraph 4 above. Westminster's approach to future proposals is that the council expects the principles of this document to apply universally across the city in respect of access or design standards. In particular:

- all public realm currently owned by the council will be maintained as such
- Westminster's standards are applicable to other public sectors and agencies
- private space (owned and managed) will be expected to follow Westminster Way principles especially if linked to development proposals and contiguous with Westminster managed public realm.

# Part 1 - Strategic guidance



Golden Jubilee (Hungerford) Footbridge - opened in 2002.

# 3 - Westminster's heritage

16. Westminster has a unique legacy of buildings and spaces that combine to create an unrivalled concentration of historic streets and squares. This heritage has evolved over hundreds of years and is fundamental to the very being of the place. This precious public realm is an essential component in making it such a successful city for living, working and visiting.

17. However, it is vitally important to strike the right balance between preservation of that character and the demands of a modern city. Nowhere are these demands more acutely observed than in the public realm, and nowhere are conditions tougher than at the concentrations of visitor attractions. The street is a highway that has important public realm functions beyond the movement of traffic. It is at the crucial interface of all the various activities and functions of Westminster and must encourage social interaction and enjoyment whilst still performing successfully as a conduit for movement. Without careful control and co-ordination of street furniture and surface treatment the appearance and functions of the street can be fundamentally compromised, thus dissolving the 'glue' that binds the city. Whilst elements of these public spaces, including some street and park furniture and finishes are of aesthetic value in their own right, as a general rule they should be in the background and not dominate the streetscape, landscape or activities of people.

18. The council has long recognised the importance of this control and has led the way in encouraging a carefully fostered continuity between new and old through inspirational design guidance and an effective management regime. The approach adopted in this strategy recognises the continuing demands placed on the city's streets, squares and spaces and aims to provide co-ordinated design

guidance for all those who influence the appearance of the public realm. This includes those accessible spaces on private land made available to the public and laid out by owners and developers.

## Urban Design – making and maintaining places

19. Sense of Place - the unique perception of place created by its local buildings, streets, trees, monuments, open spaces and activities. The more distinctive the place the greater the sense of being special, attachment and belonging. A character, which is greater than the sum of the constituent parts.

20. Townscape - the ensemble of buildings, streets, spaces and planting and their collective contribution to the character and appearance of an area.

21. Spaces between buildings (also known as the public realm) - streets, open spaces, and squares - form the public domain and holds together a collection of buildings to become a townscape.

22. Street and Park Furniture - structures in and adjacent to the highway and in squares and open spaces which contribute to the street and park scene, such as shelters, litter bins, toilets, kiosks, seating, lighting, railings and signs.

23. Surface Treatment - the finishes and materials used to pave the highway, paths, footways, squares, piazzas and other public open spaces such as the riverside and canal environment through Paddington and Regents Park.

## The approach

24. The urban design concerns, above, provide the philosophical basis for developing the way the City of Westminster manages its public realm. The approach

strives to reconcile the often-conflicting demands on the streets and open spaces of the city, whilst seeking to preserve its local distinctiveness - this is the Westminster Way and this will be done by:

- Maintaining historic character where appropriate and providing context sensitive design principles for new work - this approach provides the way to reach the council's aspirations through the articulation of fundamental underlying principles of control and intervention that are based upon a thorough understanding of the unique qualities of Westminster.
- Providing properly validated and formally adopted guidance - given the intensity of activity in Westminster's public realm it is essential to adopt established best practice, and if necessary develop new best practice guidelines. These will need to withstand detailed scrutiny and will be effective in design monitoring and scheme implementation. This approach is a formally validated course or route for an enlightened multidisciplinary approach to any intervention in the public realm.
- Encouraging best practice - this approach provides consistent and co-ordinated corporate guidance, not just for the internal bodies of the council, but also for its consultants and for all other agencies operating in the public realm. In this way the custom or manner of behaving is changed to ensure collective co-operation and the adoption of common goals.
- Encouraging clutter reduction/removal and greater accessibility - this philosophy aims to deal with the single biggest combined issue facing street management that is providing ease of movement and inclusiveness of access to the public realm for all, creating and maintaining attractive spaces, free of obstacles and visual obtrusion.
- Raising minimum design standards - this aspiration ensures city-wide parity and economic efficiency in maintenance, specification and in the quality of materials and disposition of elements.

### Balance and implementation

25. In the public realm preserving the balance between the protection of its essential character

and local distinctiveness whilst still evolving and developing as a living, vibrant, and inclusive city is the challenge the council and its partners faces every day. It is the heart of the Living City programme. Westminster Way aims to encourage best practice in the management of Westminster's unique public realm through:

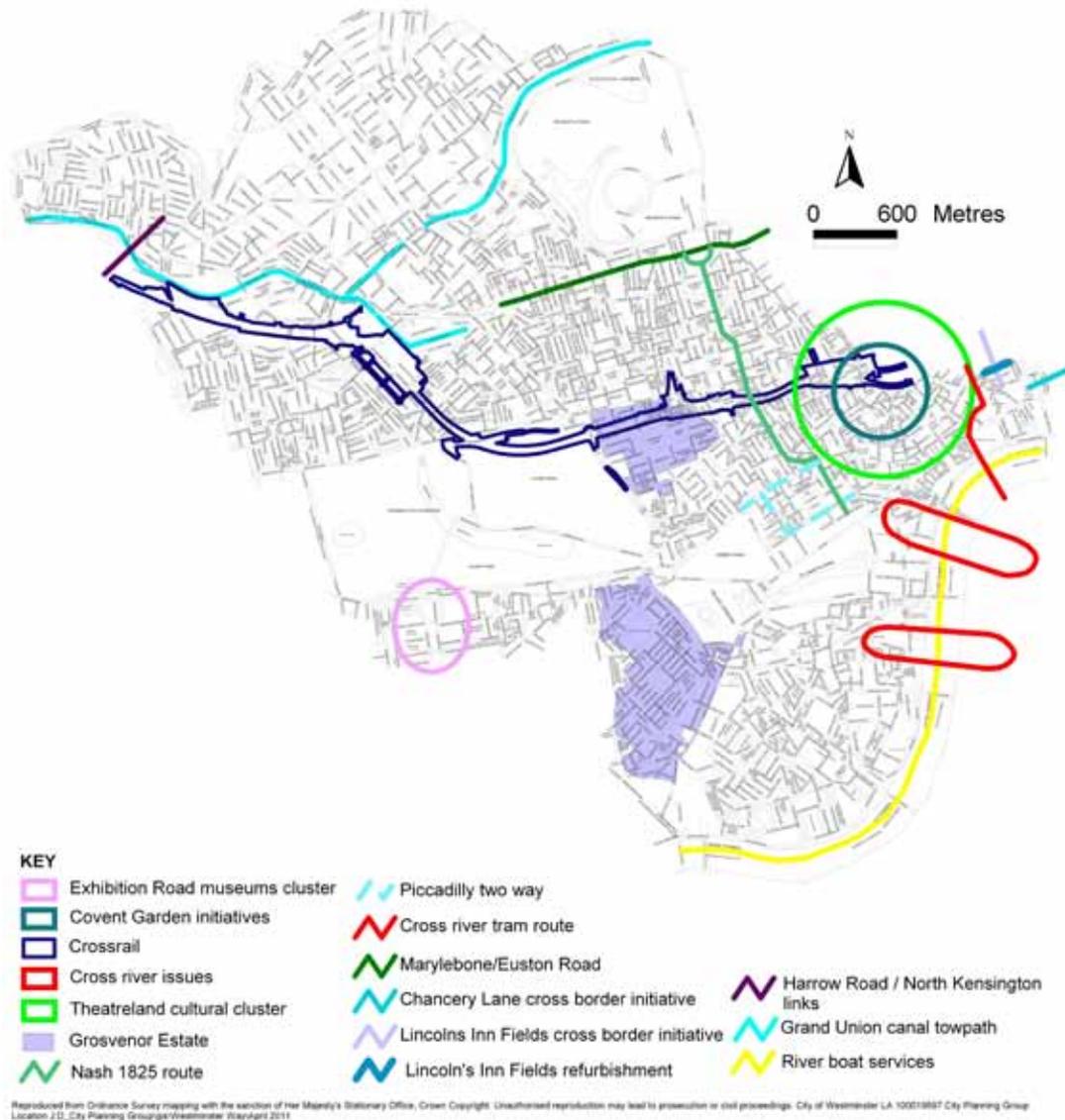
- effective co-operation between client officers, contractors, designers, business interests and developers;
- the preservation of cherished furniture and surfaces;
- the enhancement of the public realm through co-ordinated action and clutter reduction; and
- the raising of standards of repair and maintenance and changing to a system of controlled and sustainable asset management with planned repair/renewal through greater knowledge of what causes deterioration and the particular pressures on intensively used areas.

### Harmonising with Partners

26. Working with contractors and business, estate and developer interests is noted above but others are involved in other authorities, statutory bodies and undertakers as well as interest groups, trusts and societies, some of which commission studies, lists of clutter to be removed, faults to be remedied and some have active design manuals to further develop this to aid their investment and interests.

27. Public utility companies have powers to carry out many activities, not requiring planning permission, that can change the face of the city. When 'listed' structures or designed spaces on English Heritage's Register of Parks and Gardens of Special Historic Interest are involved, a rigorous set of checks is in place with English Heritage as a key consultee but it is sensible to engage the support of those with interest in an area or period of history. However, when a local authority wants to carry out works on their own listed buildings or structures (including street bollards and lamps, for example) consent can be required from the Government.

28. Some schemes or activities link to the standards of the Greater London Authority (GLA) Transport for London (TfL). Other third parties such as the large estates and developers with large property



Map 1: Westminster is involved with major schemes and cross-border aspirations or longer routes of metropolitan importance.

portfolios also need to link their design approach with that of the council or vice versa and be aware of the needs of utility companies and the needs of contractors keeping the city clean. This document, through the consultation process so far and after its adoption, can assist in achieving that consensus. It should influence policy development and practice in those organisations as well as prompting feedback to designers.

29. Because the development control system does not control development on public land when related to the delivery of a service by the relevant authority the old Unitary Development Plan did not mention it. This document now it has moved under the umbrella of the Local Development Framework (LDF) process can seek to harmonise those activities that need new thinking and eventually new policy on street management (that can also include private land and forecourts) and development involving works that are exempt from the need to get planning permission but are

controlled by authorities in other ways. It seeks to unify the standards applied in all parts of the public realm and guide funding towards achieving those standards .

30. This document expands on national policy on managing historic assets, the place making sections of the London Plan and interprets its localised application. It expects the council's own projects and those of partners to develop as if they were subject to the same controls and achieve the same standards.

31. Westminster works with Business Improvement Districts (BIDs) and partners such as Camden in respect of Fitzrovia, St Giles Circus, Covent Garden and Theatreland; the Royal Borough of Kensington & Chelsea in respect of Exhibition Road and the Royal Parks in respect of tree planting and open space issues. The Crown Estate and the Grosvenor Estate with TfL are key partners within the city's boundaries. The key capital programme and cross border initiatives are shown in Map 1, above.



North Terrace - Trafalgar Square, WC2.

# 4 - The Westminster Code

The Westminster Code is a set of ten simple rules, established to guide the nature of ALL intervention in the city's public realm. Originally derived from the old UDP (DES 1 & 7 in Chapter 10) now Part V - Creating Places section of the Core Strategy the rules also reinforce national policy and English Heritage advice on managing historic assets. It develops the view that authorities need to join up thinking across services. These rules extend those principles to all projects undertaken in all parts of the city.

32. The Code defines what Westminster City Council wants to achieve in its streets and open spaces, and should be used to inform the selection, design and placement of furniture and surfacing materials within the public realm.

33. The ten Code rules are drawn from analysis of both the characteristics of the city and the philosophies and protocols of the council's own management regime.

34. Their application will ensure continuity of design standards and maintenance in accordance with the Westminster Way. They should be used in the delivery (inception through to completion and into maintenance) of all street and open space environmental and public realm works whether a new project, maintenance issue or a simple replacement. They are:

## Rule 1 - Quality

Westminster's public realm requires high quality components, materials, scheme design, implementation and detailing – complimented by high levels of proactive maintenance to ensure that any equipment or materials in a poor condition are improved, mended, refurbished or replaced.

## Rule 2 – Durability / Sustainability

The choice of material and supporting structure must reflect the anticipated demands of the high levels of use and ensure long term, sustainable solutions can be implemented and maintained. In planting regimes this should embrace biodiversity. Long life materials that can be re-laid and restored on site are preferable to those requiring regular renewal and the associated winning, transport and disposal costs.

## Rule 3 - Character

The city's distinctive black street furniture livery should be adopted for all furniture items, unless specifically identified as an established exception to this rule either in this document or through the Exceptional Projects procedure.

## Rule 4 - Clutter Free

Minimise the occurrence of furniture obstruction, by removing obsolete, duplicated or unnecessary items, co-locating elements where appropriate and only installing new items where considered absolutely necessary. The public realm will also be managed in such a way that any such clutter is removed so it is maintained to minimal levels (see para. 53). This will ensure ease of pedestrian movement and the delivery of a truly inclusive and neat public realm.

## Rule 5 - Continuity

Where appropriate, the replication of historic furniture should be accurate both in terms of its fabrication and setting (but dated to show its provenance). In mobility terms the pedestrian network should be continuous and joined-up without impediment to people with impairments. Where this continuity is damaged by decisions made in the past, it must be remedied.

### Rule 6 - Containment

The established pattern of geographically distinct furniture items should be respected and continued in the areas or settings to which they were intended when originally conceived, or where newly conceived.

### Rule 7 - Context:

Choice of furniture items, planting and materials should be informed by the character and traditions of its context.

### Rule 8 - Co-ordination

Items of furniture should, as a rule, be part of the city's co-ordinated suite, unless an item of historic interest or character is one that should be preserved or where there is an agreed area difference or exceptional scheme. Funding co-ordination and pooling may have beneficial effects on the public realm.



### Rule 9 - Consistency

Replace like for like where the existing quality is high. There is an expectation to remove inconsistency, particularly where low quality materials mar the standards required by this strategy; or where gradual repairs/ reinstatements over a number of years have led to inconsistencies in road layout and/or signage. Regeneration/ improvement projects where existing quality is poor might introduce unusual elements by special agreement in an exceptional project. Monitoring of schemes will identify circumstances that would be contrary to the other rules of the code and exceptions kept to a minimum.

The motto of this guidance document is:  
Keep it simple, keep it Westminster.



Left: a Rochester gas lantern on an Eddystone Geo V column of 1910 in Covent Garden. Above: the iconic City of Westminster street nameplate. Below: paving that has aged in the Strand but was carefully laid with recessed covers and frames to reduce the impact of service covers.



## Rule 10 - Cherish

Protect, preserve and maintain listed and other noteworthy items of street surface, street furniture or park furniture in situ. If there is a case to be made to move or remove such an item, its proposed relocation, conservation techniques to be used or safe storage for future use will have to be fully made and justified. Because they are in the street and are owned by the city, that is not a justification to use them for signage and other promotions. Any sign on a listed item affects its character and interest as a listed structure and consent is required before fitting anything to it. It is a criminal offence to anticipate that consent will be forthcoming and make the change without the grant of consent.



Left: a St Martin's bollard of 1815 off Broad Court in Covent Garden with the city bollard that is part of the basic palette for the city. Above: the iconic City of Westminster Grey Wornum lantern. Below: paving often contains coal hole covers - items to be cherished and the four arm version of the traditional hardwood park bench that is also serviceable in many streets.





Broad Court, Covent Garden, WC2

# 5 - The Westminster Palette

35. Across the streets and open spaces of the city is an eclectic collection of surfaces and furniture. The contemporary and historic, the elegant and vulgar, simple and ornate all jostle for space in the increasingly cluttered urban realm. Possibly one of the most visible achievements of the 1991 Westminster Street Furniture Manual has been the unification of this collection, and in turn the city's streets, through the adoption of a common black livery. Some exceptions have been agreed and these are noted in the Area Applications section or new ones through the exceptional projects protocol. A rational set of equipment and materials assists with replacement and stock control issues in general by reducing the number of difficult to procure items. A city will always have special circumstances and a need for special equipment in unique places, but for the majority of work, restraint in procurement and adherence to well tried solutions will reduce costs and increase consistency. This does not mean that evolution of the palette will be stifled, or that cheap solutions are preferred, indeed in many places quality and character is not cheap. New ideas will be the subject of pilot schemes and the concept of the consistent palette is to prevent untested ideas and equipment being adopted before fitness for purpose is proven.

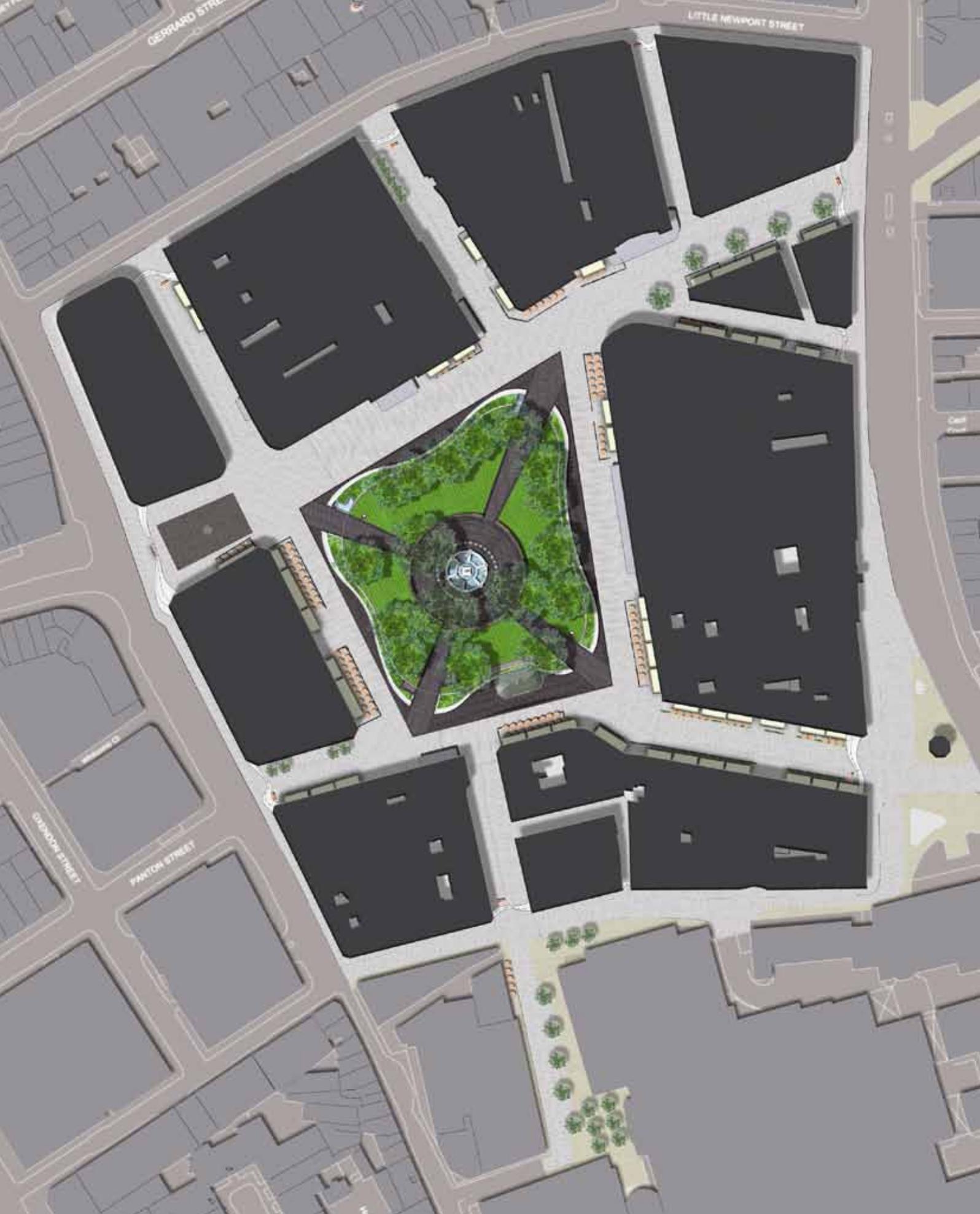
36. Street furniture can be defined as "structures in and adjacent to the highway, which contribute to the street scene". The important emphasis of this definition is the requirement that street furniture *contributes* to the street element of the public realm. The same is true for parks and open spaces. With the same intent as the adoption of a black livery the Westminster Palette proposes a more strategic approach to the choice of street and park furniture items. It advocates the adoption of a basic 'suite' of universal furniture for the city, yet allows variations in

park and street furniture designs in limited locations where it is appropriate to be geographically bespoke. The most distinct feature in these variations is column mounted lighting equipment. Indeed much equipment will be common to several or most parts of the city and it is the specialised sub sets of lighting, paving, bollards or seats that make distinct variation zones.

37. The Westminster Palette introduces a common language to co-ordinate and rationalise the city's public realm, whilst providing a framework that allows Westminster's characteristic areas of local distinctiveness to continue and evolve. The adoption of a strategic palette with justified variations of furniture will:

- Maintain local distinctiveness where this is established;
- Reduce clutter;
- Unify the public realm without enforcing uniformity;
- Help inform design decisions;
- Clearly communicate the council's high standards for the public realm across the city.

38. Details of the appropriate components of the Westminster Palette are contained in the topic chapters that form the design and management guides. The components and vertical elements in particular should be the minimum necessary to perform the task required, unless the principles in paragraph 213 are being applied for grouped functions in larger, multipurpose structures.



Proposals for Leicester Square, WC2.

# 6 – Evolution of a new project

39. This part of the strategy provides advice on the approach to projects in the public realm, whether they be related to planning permissions, maintenance or open space or streetwork projects. The principles established in this section when followed within the ten rules defined by the Westminster Code, in Section 4, above, will ensure that Westminster’s vision for its public realm is achieved.

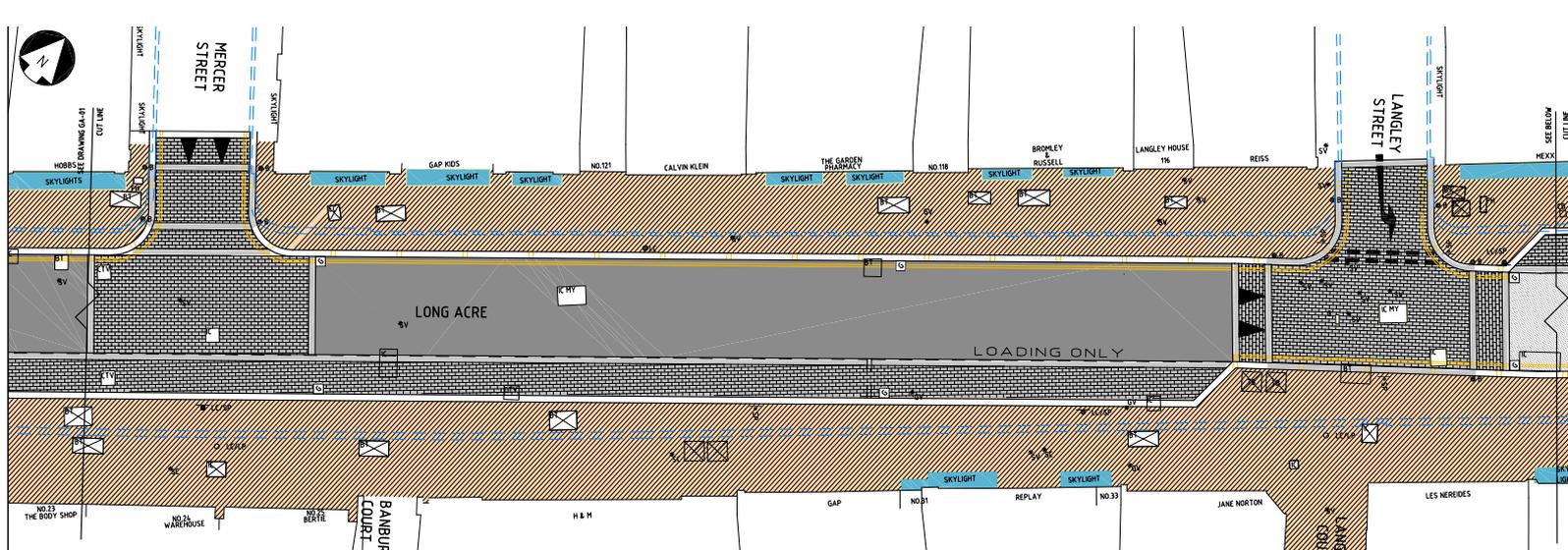
40. A step-by-step approach, encompassing all stages of a project from inception, through design, to specification should be applied to all projects, be they distinct projects, maintenance exercises or replacement initiatives. Management and repair is given special attention in the next section.

41. There is a five-stage process to achieving projects in the Westminster Way. This approach incorporates the seven stages suggested in Manual for Streets but has been modified to reflect the circumstances found in Westminster which makes the following process. Within some stages some important checks need to be made. The five stages (with the main checks) are:

## Small Project Inception

42. The commissioning process is the most important stage in setting up even a relatively minor job. It must be done for any intervention. Improvement of the public realm can be achieved in a simple call for repair or the removal of a bollard. A check that must be made is whether the subject – whether an area or an item – involves anything of character or historic importance. The presumption is for maintenance/repair and retention if such a feature or surface is present. Conversely, if it is an item of clutter or a redundant feature or material in the banned list (see paragraph 54) – remove it, don’t mend it. Other schemes will be larger but may be no more than maintenance and repair or replacement and not involve design. These can still contribute to renewal as part of the Living City programme through thoughtful replacement and careful combination of items that may previously have been installed in an uncoordinated way (for example, traffic signs or signal heads on lamp columns (with site approval) rather than Regulation standard (separate poles near to each other).

1.	Commissioning	Objective setting and policy check Brief writing / brief sign off or approval Check 1 - Retention / Inception workshop
2.	Site Appraisal	Quality / wear audit and budget estimate Check 2 - Role / fitness for purpose
3.	Proposal	Design stage Check 3 – Context Check 4 – Pedestrian Clear Zone & quality check Check 5 – Key Stage Review / scheme approval (including inclusion of new items into Catalogue)
4.	Implementation	
5.	Maintenance & Monitoring	Review of new items & deletion of failures



The council has widened the busy footways in Long Acre, but retained the ability for shops to receive deliveries.

### Major Project Commissioning

43. The setting up of larger projects will fall into one of two categories; the standard or the special (for Exceptional projects –see Section 12, below). Traffic and kerb alterations and engineering alterations to structure or parking can involve significant change that do not always involve an urban designer or landscape designer. This is the main group of projects that this strategy and the topic sections that support it are intended to influence. Exceptional projects will be those where the standard palette of materials or homogeneous solutions set out in the strategy and topic sections are not entirely appropriate. For these, the exceptions procedure (set out separately in Section 12) should be followed.

44. Site Appraisal – All sites need to be assessed for their principal (and in some cases secondary) purposes. Movement, access, desire lines, land use and character will dictate the function of a space or part of the street and help define its role as a link and a place. Opportunities to re-arrange parking bays so signs marking two regimes with the change at a lamp post, or opportunities to introduce a marking-free zone should be identified at this stage.

45. Proposals should respect context. In formulating proposals the maxim “Keep it simple – Keep it Westminster” should be borne in mind. Simple solutions are in keeping with many of the classic facades and modern structures in the city. They are also simpler to maintain and if fussiness is kept out of (and simple durability built into) designs, the settings become a high quality foil to the townscape or landscape. Minimalist solutions are cheaper and more sustainable to maintain as there is less to be provided or damaged – they also look neater. Designers will be expected to interpret the specifications and Regulations to install the minimum

amount of equipment, signs and markings to do the task required. It must be built to withstand the heavy wear and abuse encountered in Westminster’s streets or open spaces so the design and resulting scheme is fit for purpose.

46. Proposals should have “pedestrian clear zones”. There is a legacy of old installations and ways of laying out paving in the city. Present society will have to live with these for years to come, and some items and surfaces are cherished. All future projects should strive to eliminate barriers and help provide clear and direct routes for people, particularly those with mobility and sensory impairments and those with learning difficulties. Where obstructions are necessary in paths or footways, or features or installations are necessary or desirable, they should be grouped at the back of footway (less ideal as these edges are used for navigation by people with no or partial sight) or edge of park path. In the case of footways to the highway a ‘street furniture zone’ starting 450mm from the face of kerb allows obstructions to be placed in a rational strip, but leaving a clear pedestrian zone further back with adequate width for the peak demand of pedestrians and certainly enough to let prams and wheelchairs pass. In parks and open spaces, paths should be wide enough to minimise conflict or the perception of conflict between users. Greater detail is set out in the relevant Part 2 chapter as design guidance under these principles. The council has a duty (from December 2006) to put right, where practicable, any action or past decision that results in a person with impairments having a different level of access to an able-bodied person. The council uses the social model of disability (not the medical) and expects equal access to be at the core of any scheme and to be considered at all stages of maintenance work. Should fundamental problems

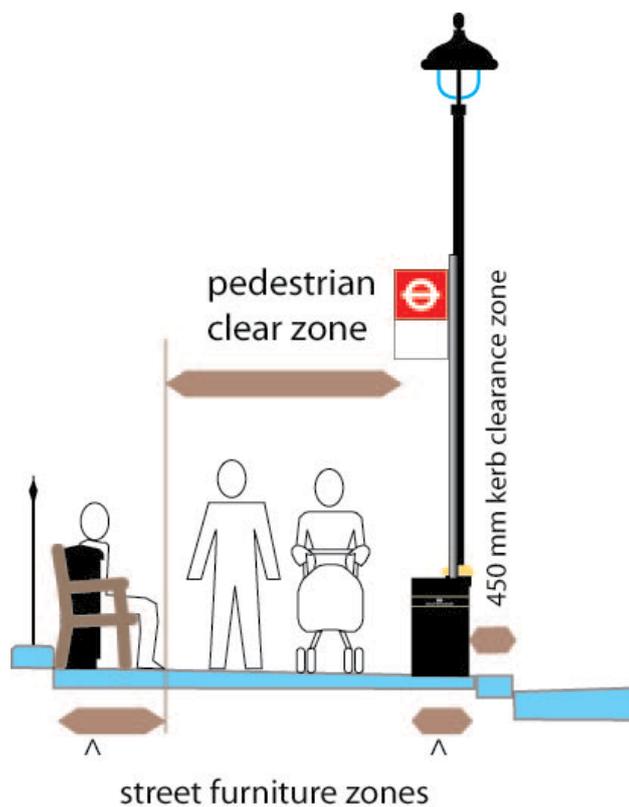


Diagram 1 – Clearances need to take into account highway and disability concerns and the space needed to use seating, tables etc. The minimum pedestrian clear zone should be 2m but in some busy places it may need to be much more. See chapter 14.

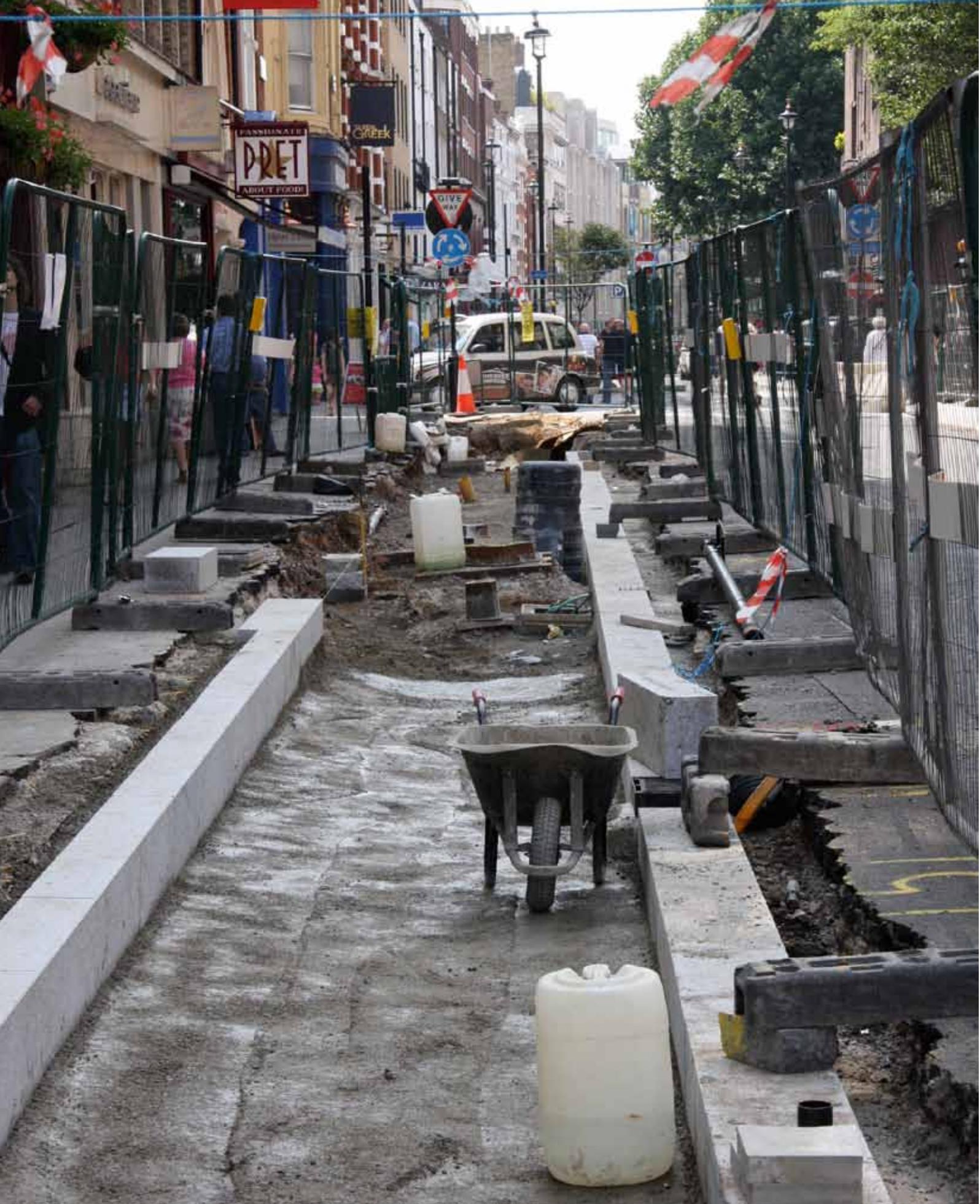
be discovered during appraisals of maintenance schemes, then the project should be reappraised as a more radical project should intervention be required to meet the expectations of the Equality Act 2010. Clear pedestrian zones are at the heart of this approach. In intense situations people move like fluids or sand. In such places the space must accommodate these 'rivers of people'.

47. Implementation – Skilful interpretation and knowledge of Regulations is necessary on work in Westminster to get a correct and legal result with the minimum of equipment and clutter. Much unnecessary or untidy equipment in the street results from the literal interpretation of Regulations, guidance and repetition of standard practice used elsewhere. Rationalisation and co-location is essential to reduce clutter. Safety arguments need to be carefully weighed – particularly in respect of pedestrian guard railing. Generally the Westminster Way expects minimalism in all respects so street surfaces and equipment are self-effacing. Consultants and partners will be expected to use

the exceptions allowed for in paved zones and historic core areas to reduce the amount of signage and markings. The argument has been made in some quarters for grey or stainless steel street furniture. Increasingly there are calls to surround such equipment in warning surfaces, coloured or black banding. The council notes the elegance of some stainless equipment but believes that the contrast of its black livery against light stone or concrete paving – even weathered asphalt, is greater than grey or natural metal against the same materials. The addition of vision bands to assist partially sighted people is particularly undesirable in heritage areas, so the use of a recessive black, but giving high contrast to the adjacent paving, is the preferred solution and the recommended balance of conflicting requirements.

48. Maintenance – Maintenance is essential to keep the quality of areas that have been renewed. The securing of the supply of spare materials and simplifying stock control of components were the original drivers for having a manual in the nascence of the first edition of this document in the 1990s. A limited palette and agreed ranges lead to more efficient maintenance of the areas that share a similar character. Better painting techniques and the eradication of former vandal resistant measures, where better products now exist, are also recorded in the Catalogue. Where special or unusual specifications are used, a secondary purpose of the manual – and in particular Section 9 and the Westminster Catalogue is the approval and recording of the unusual or special features / equipment so they may be procured again when necessary to retain consistency in that special location. The general palette can be used in most of the city but site / area specific or special equipment should not be used outside its specific location.

49. Damage and loss of features can result from lightly managed maintenance programmes and clutter can result from projects with narrow objectives that do not encompass the wider picture. The price of desiring a clutter free city, subtly signed and easier to clean, is constant vigilance and a top down instruction to submit ideas to an internal review procedure to check they conform to this approach before they are commissioned.



Long Acre, WC2 under construction.

# 7 – Role of management and repair

50. This chapter develops the few succinct words on townscape quality (DES 1 & 7) in the UDP and provides a more sophisticated set of application guidance and extends it to situations managed by the council and its contractors where planning permission and other checks are not normally required.

51. As noted in the new project inception notes in section 6, above, there is a need for all projects to be properly commissioned. The same checks are needed by clients and consultants / contractors to ensure historic features or materials are not compromised or lost and the functionality checks are made when maintenance takes place. Maintenance programmes and other initiatives with narrow objectives and focus on a specific result, have often contributed to the accumulation of urban clutter and the degradation of surface character. Conversely, a well planned maintenance programme has the potential to make a significant difference. Everything has to earn its place in the street (see placement advice – Chapter 14) and its right to stay there.

52. Designers are often not involved in maintenance and repair works, so it falls to the client officers and commissioners to ensure repairs to old, poor quality or inappropriate materials do not result in simple replacement with new, inappropriate materials. Generally patching to match small areas of failure is acceptable even if the materials are not what would be installed in a new project today. If more than a third is defective, the expectation is that more extensive renewal will be justified and that will use materials and laying techniques of a new project.

53. The appearance of the city has been damaged in places by incremental change through management programmes, substitution of small element concrete paving, coloured slabs and the accretion of signs and clutter. It is possible to reverse

this damage, by checking at the inception of any intervention, that all equipment and signs are actually needed and are of a high quality; issuing instructions to remove any that are not or replace equipment and surfaces with those that would have been used had the work been designed as a larger project or scheme. Constant questioning of the need for signs is also needed. The council is committed to removing all redundant signs and poles in the city, through regular audits and by issuing all on-street staff with protocols and common naming scheme to ensure that all day-to-day inspection regimes check that signs, posts and markings are in a good condition, correct and justified.

54. Street equipment attracts promotional cards and stickers and occasionally spray paint. Early experiments to minimise the sticker problem included raised panels or borders on flat surfaces and rough stippled paint on other objects. Coatings are now in use across the city that do not allow stickers to adhere and make spray paint removal easier. It should be a matter of course that all vulnerable surfaces are factory coated or retro painted in an appropriate coating from an approved manufacturer. The old, rough and disfiguring coatings must be removed through the repainting cycle.

55. Cleaning and re-painting regimes for street furniture and appropriate care of statues are matters for inclusion in contractual arrangements and new finishes appear to make repainting less often a possibility. The guiding principle should be that the items should always appear to be clean, smart and in good order.

56. To make this simpler, the list of key materials and components that need to be removed from the city's streets are listed below and any project or works team that encounters them should not repair or

replace them but seek advice on replacements from the acceptable suite of materials –or just take them away.

Materials and components / equipment NOT to be used / retained – or, where in evidence, must be removed as soon as practicable or at next major maintenance round:

- Square concrete pavers of continental scale laid stack bond or brick bond.
- 100 mm x 200 mm concrete pavers with chamfered edges.
- coloured concrete paving slabs ('Yorktone', 'Saxon' or 'Perfecta' slabs).
- Clay pavers in brick size modules.
- Concrete bollards and lamp columns.
- Pipes filled with concrete used as bollards.
- (At any time) parking plates and any unused poles or broken / bent equipment.
- Free standing signs adjacent to a WiFi post or lamp column.
- Hoggin used to fill tree pits.

- Red or buff tactile paving tiles.
- Tails to tactile areas extending back across the main footway.
- Stippled finishes on street furniture to resist stickers and anything broken.
- Over-use of guard railing or bollards – the assumption should be that such equipment is kept to the absolute minimum necessary for health and safety purposes.
- Lamps and columns that are not historic and are no longer supported.
- Lighting columns marking the centres of 'D' ring refuges.
- Lighting columns with "temporary" doors.
- Empty plastic signage holders; or plastic holders containing out of date notices.
- Cable ties or similar, around posts/columns but no longer fixing signage.
- Signs from older corporate image design schemes (maroon or blue/green stripes)
- Street signage must be consistent, in terms of design, size and height, in any area.



Loose hoggin in tree pits & messy pavers.



Photos: Things to be avoided - see list above.



Multiple signs on listed lamp posts and bollards made from pipe filled with concrete

57. Preferred materials are noted in the current Catalogue with a green spot if they can be used generally, and an orange spot if used in compliance with any advisory note on the page.

### Maintaining temporary street works

58. During maintenance, and when redevelopment occurs, the normal pattern of movement can be altered. For fully able people this might be a minor issue but for those with impairments, real problems can occur if the works are not managed thoughtfully. For full information reference should be made to the Considerate Builders Scheme and Code of Construction Practice (for current contact details see the council's web site) Those responsible for development or redevelopment works are encouraged to sign up to the scheme.

59. Contractors will be expected to audit their proposals to minimise problems for those with impairments by providing or signposting alternative, appropriate routes.

60. Scaffolding and gantries can provide sudden and unexpected obstacles for those with partial sight or that use long canes. Generally the council expects the providers of scaffolding and hoardings to have

a colour contrast at the skirting to any hoarding, to provide smooth surfaces to a height of approximately 1.2m, and to mark projecting corners and change of direction of hoardings with black and yellow markings on both faces at the corners. To minimise fear of crime and to see and be seen, contractors must adhere to Police guidance and avoid 'tunnels' through gantries and scaffolding by leaving them as open as possible above that height.

61. Foliage, particularly when wet, can give an unpleasant surprise to people with visual impairments and be a nuisance to all if it touches the head or face. Whilst it may seem draconian to insist that foliage is cut back, it is simply the duty of care the highway authority has to its users, particularly those who can't see the obstruction. The same impact of foliage holds true for road signs where there is a duty to drivers to keep signs clear and visible. Owners will therefore be encouraged to manage their trees, hedges and shrubs so they do not encroach on the footway, and in default the highway authority has the right to undertake the work and, if necessary, recoup the cost. As a guide, the width clearances in the clear zone diagrams apply to foliage as well and overhanging from trees, hedges and shrubs should be 2.1m for soft material and 2.75m for anything hard and regularly managed to maintain that, remembering that wet foliage hangs lower.

62. The Traffic Management Act 2004 introduced new powers and a network management responsibility and applies to all types of traffic. Pedestrians and cyclists are included in this definition and the way different traffic types interact - a key, recent power that will assist in running the city.



Tails to tactile paving at crossing and coloured slabs. Below: unremedied defects and cluttered junction design must be improved.





Trevor Square, Knightsbridge, SW7.

# 8 - Area application

63. Some 80% of the city is within one of the designated Conservation Areas – the area around Parliament Square is a World Heritage Site. Here, Westminster City Council has a duty to conserve the character of these assets, and in the case of the World Heritage Site has an agreed management plan to protect its worldwide significance. Map 2 shows the conservation area coverage in blue tint and the World Heritage site in black. This map is an updated version of Map 10.2 in the UDP. Area 20 includes the part of the city designated by UNESCO as a World Heritage Site. This public realm strategy provides an approach for all parts of the city and a palette of components for the whole city except Areas 2 and 41 that comprise the Royal Parks.

64. In some conservation areas, pockets of a particular character are defined by street lighting fittings and sometimes by other unique equipment such as bollards cast by old local government units and parishes. Land use characteristics, ownership or other factors make them different from the rest of the city and these help define some areas or even sub-areas within Conservation Areas. Where great estates work in partnership with the council, new variants which will be subject to the containment rule within the estate area, become possible. Audits are being undertaken on the buildings and townscape elements that contribute to the character of each designated area to assist with their conservation and evolution.

65. Consistency across Westminster is aided by a common, limited palette, but applied flexibly to reflect differing historical development and local character. Observers can tell one is in a Westminster managed road by the iconic street nameplates designed in the 1960s and often by lamp column bases that have the W and linked CC motif from the 1950s. With neighbouring administrative areas now using a similar

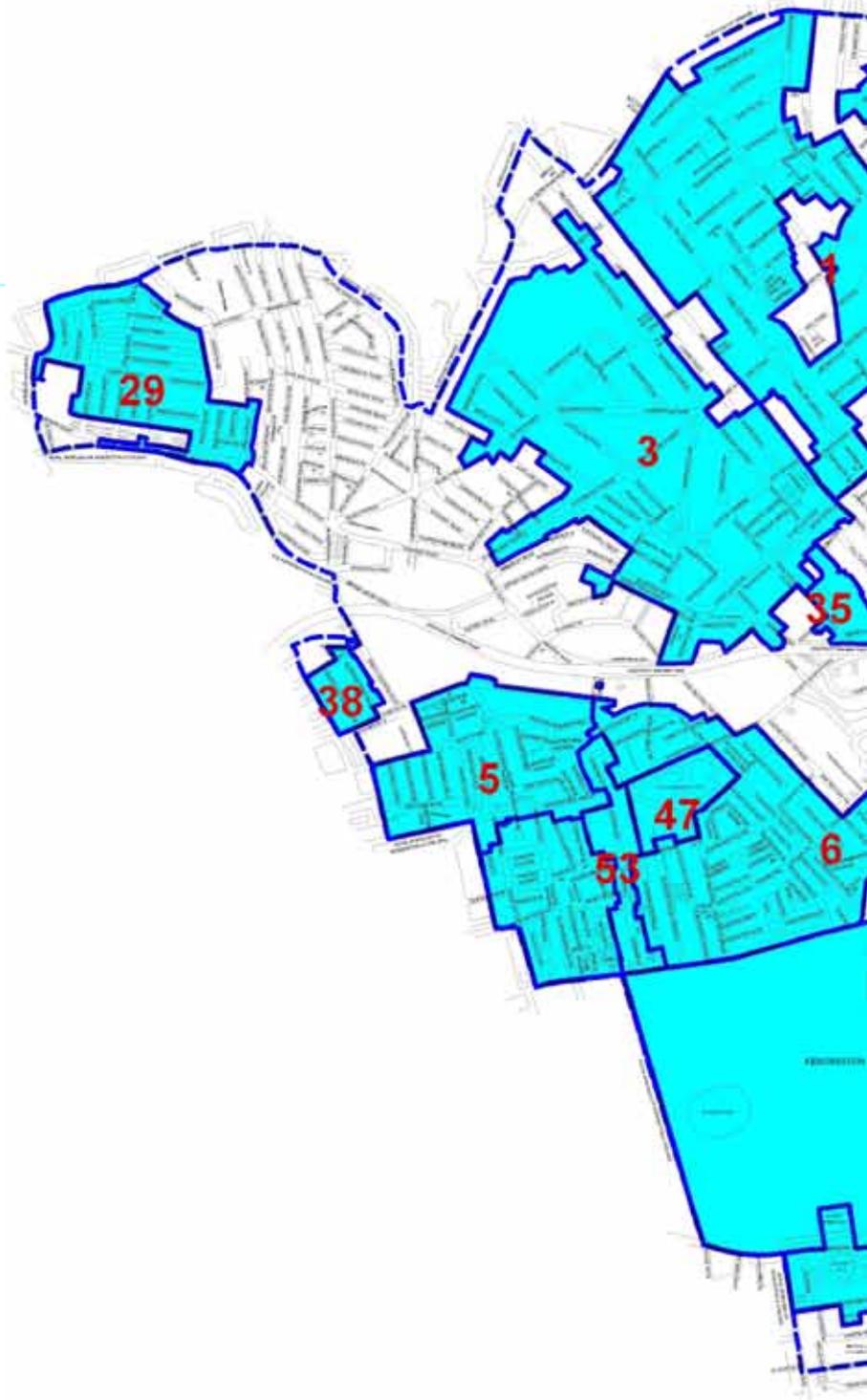
black livery to Westminster, the differences between Westminster and adjacent areas is less striking than it was, thus design and implementation quality will help define Westminster's public realm but maintaining historic differences will acknowledge areas of differing character within it.

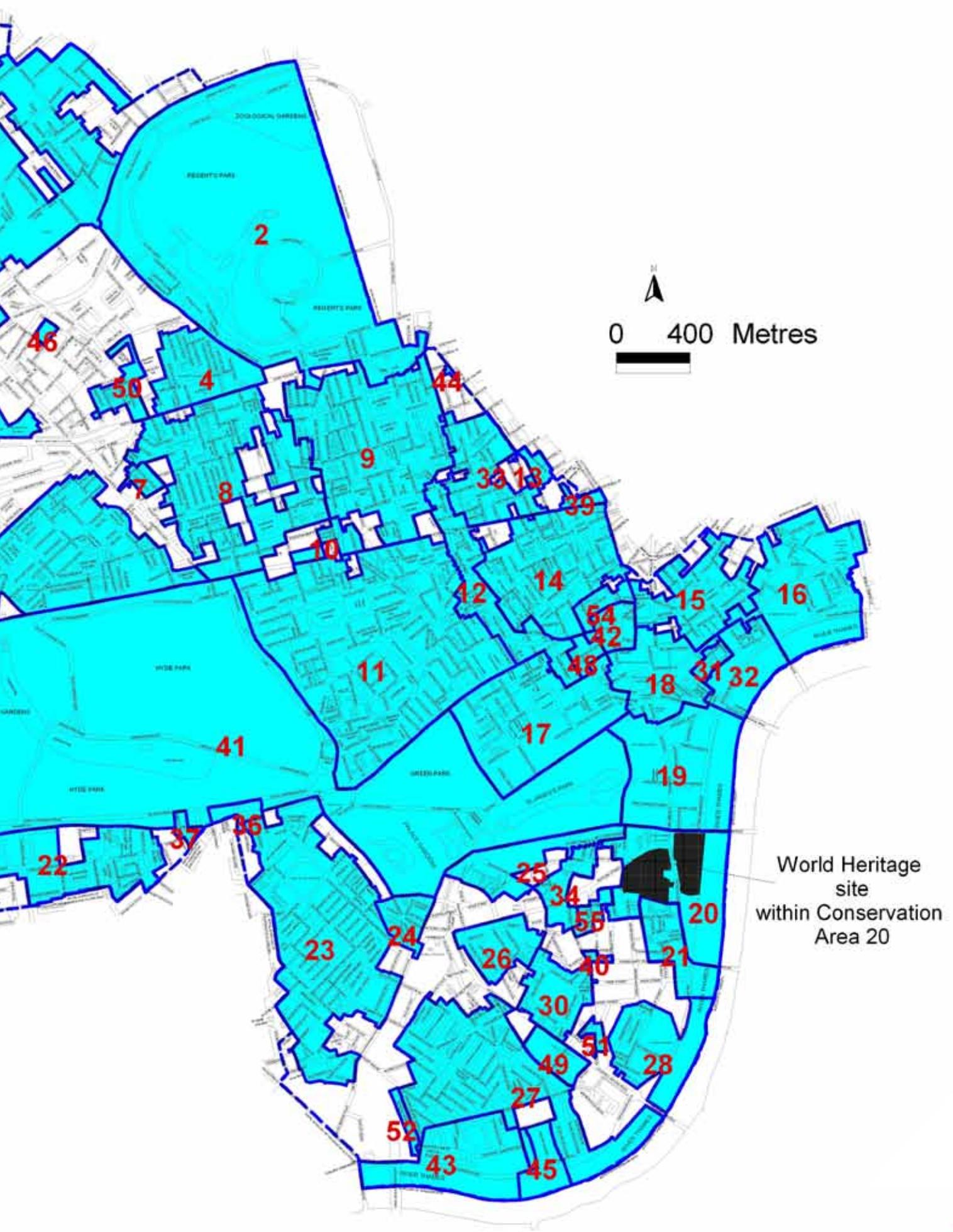
66. There must also be consistency in the design and use of materials and equipment on street, so that signage, posts and lamp columns are of the same arrangement, height and size in any street. Through reactive maintenance and sometimes other initiatives, signs, posts and highway markings can become inconsistent and create an overall impression of neglect on the street. The highest standards of consistency, therefore, need to be maintained at all times.

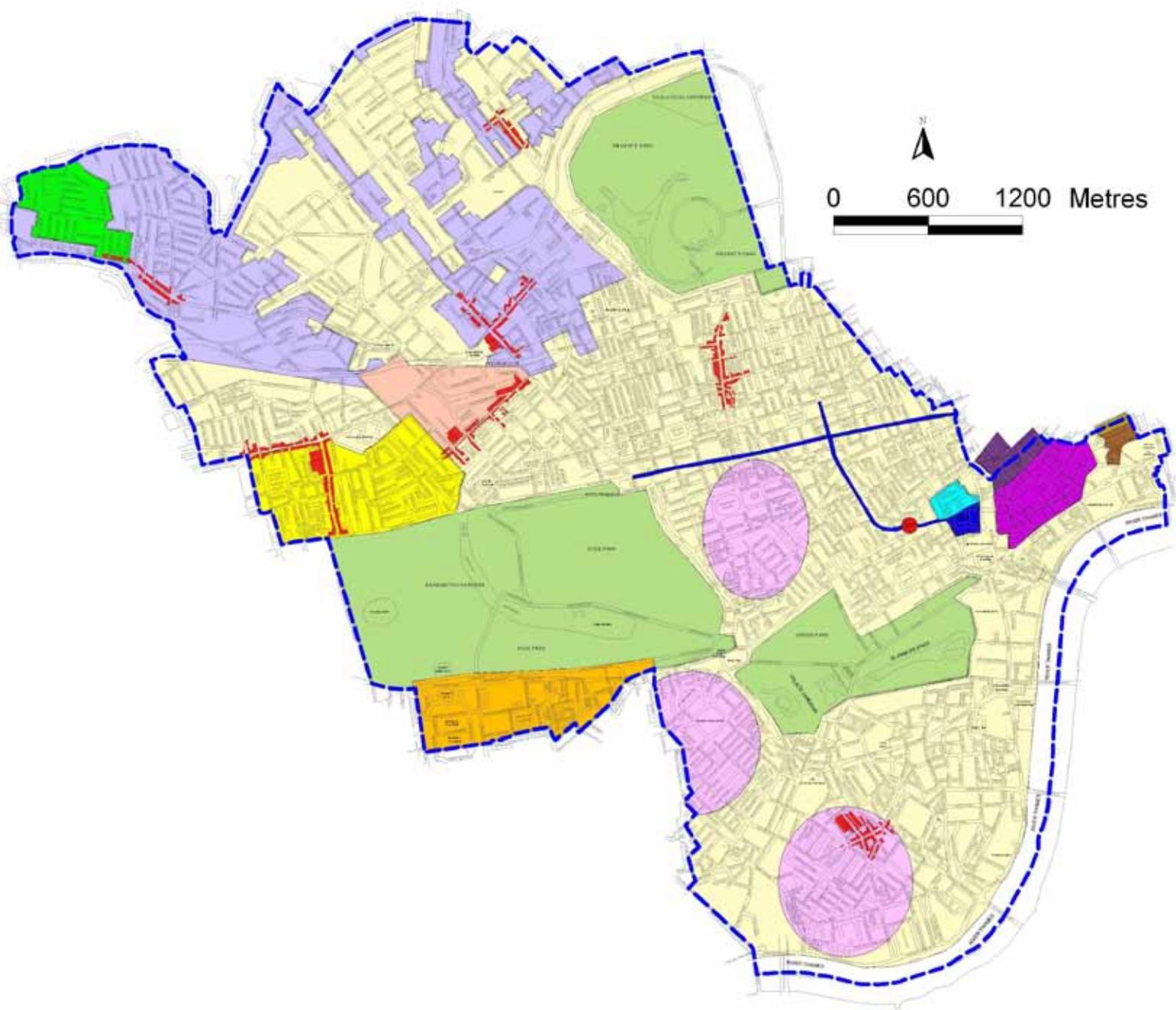
67. In many cases the suite of street furniture used in any area will contain common elements. The general expectation is that the city will have blacktopped carriageways, 300mm x 200 mm granite kerbs (although in some older areas 150 mm x 150 mm is the norm) the City bollard (unless there is a parish based precedent or a similar cannon type would be more appropriate) where needed for security or prevention of access to alleys etcetera. Bollards should not be used simply to prevent footway parking except in high security situations. Footways will normally comprise 750 mm x 600 mm paving slabs in 600 mm courses with alternate courses started with a 600 mm x 600 mm slab giving a 150mm offset to joints. Random length slabs can be long and 900 mm regular slabs are all more vulnerable to breakage and are also heavy enough to always require mechanical lifting. These may be authorised in appropriate places with suitable risk assessments being satisfied, but they will not be the norm. Square paving slabs should not be used

## Map 2 - Conservation area map

- 1 St John's Wood
- 2 Regents Park
- 3 Maida Vale
- 4 Dorset Square
- 5 Westbourne
- 6 Bayswater
- 7 Molyneux Street
- 8 Portman Estate
- 9 Harley Street
- 10 Stratford Place
- 11 Mayfair
- 12 Regent Street
- 13 Charlotte Street West
- 14 Soho
- 15 Covent Garden
- 16 Strand
- 17 St James's
- 18 Trafalgar Square
- 19 Whitehall
- 20 Westminster Abbey & Parliament Square
- 21 Smith Square
- 22 Knightsbridge
- 23 Belgravia
- 24 Grosvenor Gardens
- 25 Birdcage Walk
- 26 Westminster Cathedral Area
- 27 Pimlico
- 28 Millbank
- 29 Queen's Park Estate
- 30 Vincent Square
- 31 Adelphi
- 32 Savoy
- 33 East Marylebone
- 34 Broadway & Christchurch Gardens
- 35 Paddington
- 36 Albert Gate
- 37 Knightsbridge Green
- 38 Aldridge Road Villas  
& Leamington Road Villas
- 39 Hanway Street
- 40 Medway Street
- 41 Royal Parks
- 42 Leicester Square
- 43 Churchill Gardens
- 44 Cleveland Street
- 45 Dolphin Square
- 46 Fisherton Estate
- 47 Hallfield Estate
- 48 Haymarket
- 49 Lillington Gardens
- 50 Lisson Grove
- 51 Regency Street
- 52 Peabody Avenue
- 53 Queensway
- 54 Chinatown
- 55 Peabody Estates







**Key**

- |                                            |                            |                                     |
|--------------------------------------------|----------------------------|-------------------------------------|
| District centres                           | Grey Wornum                | Paddington                          |
| Westminster boundary                       | Knightsbridge              | Queen's Park                        |
| <b>Lighting Areas</b>                      | Leicester Square           | Royal Parks (outside this guidance) |
| Oxford Street / Regent Street / Piccadilly | London School of Economics | Standard Area                       |
| Chinatown                                  | Mackenzie Moncur           | North of Long Acre                  |
| Covent Garden                              | Bayswater                  | North of Lincoln's Inn Fields       |

Map 3 - Areas where there are principal lighting differences.

except as noted above and never in stack or brick bond in the street environment, but may be used this way in gardens and landscaping to development schemes (i.e. in off-street locations).

68. Generally artificial stone paving cast with reinforcement, stands up best to the wear and loadings expected on footways in the city. In areas of particularly homogeneous townscape character, high numbers of Grade I & II\* listed buildings where natural material will survive, limestone, sandstone or grit stone, preferably from British sources, can be used. (The generic term for these sedimentary stone is English Pennine Stone (EPS) which is more accurate than the commonly misused term "York stone" as the most used variety - Scoutmoor - comes from Ramsbottom, Lancashire). If loadings and wear indicate a need for tougher material, granite paving in slabs and setts may be substituted in high quality / hard wear areas where granite or other very hard material is the only practical solution. The most common exception to the above is when a mastic coating is required due to local circumstances (e.g. shallow depths above services, basements or vaults).

69. Street lamps will generally be the iconic Westminster design known as the Grey Wornum lantern that comes in three sizes, small for 5 m or 6m pole top and wall mounting versions, an 8 m large version and a 10 m version, to be known as the Giant Grey Wornum, for wide distributor roads and similar locations which can be made with two optics in one head. They are the city's marque and can be used in most conservation areas (except as noted below). They will give white light as the city generally switches to the Cosmopolis type of lamp (with warmer and cooler options by coating the reflector). When on parallel sided steel columns, street lamps that are not historic will have characteristic Westminster bases in all prominent locations, but there will be places calling for a simpler approach with tapered columns or undecorated steel columns.

70. In the earlier parts of the city, there survive some historic lighting installations and in these places the original type should be maintained in the original location where possible. Sometimes modification to the lamp or lantern has taken place and sometimes gas lights have been electrified often with ugly feeder pillars beside them, further changes to this stock

must be carefully considered at every stage and the appropriate consents obtained. Generally listed items should not be used in other areas, using the 'containment' principle. Any such proposal would be treated as an exceptional project.

71. Litter bins should be simple, black bins and have evolved with a new design that are designed to survive the hard wear in Westminster streets and increase the amount of material recycled. Private cycle parking devices should generally be black enamelled 'Sheffield' type stands, but campus and estate differences may be agreed as exceptional installations and cycle hire stations are the pan-London design agreed by the council.

72. Efforts must also be made to co-locate traffic lights, regulatory signage etc. on existing (unlisted) street furniture and make appropriate use of wayleave agreements where there is potential to locate such signage on walls or third-party property, land or equipment. Too much on one pole or street light column will look inelegant and more than two items on one pole needs review and rationalisation.

73. The council's mapping system, visible on the internet, will give stakeholders and contractors a detailed application guide, using sieve-mapping techniques for product selection and this will identify the main exceptions or additions to the basic specification set out above.

74. Character difference can be identified in several ways - by the history, morphology or even street furniture used in an area. As conservation area audits are undertaken or revised, these issues are researched more deeply and the development of an area explained from influences of old boundaries, features and phases of development or redevelopment. For the purposes of this document dealing with public realm, the built forms are the background to activity in the streets or open spaces. The main areas of character difference in streets and spaces are defined by changing choices in some street furniture elements - particularly equipment used to light them, but bollards are also items that can vary parish-by-parish or in other ways. Key pockets of lighting difference are shown in Map 3, opposite. This is developed further in Part 2, and the reasons for the key differences are set out in the Key Area Differences panel, overleaf.

## Key Area differences

75. Character areas have been identified where the normal city suite of furniture needs to be changed. These are:

- Bayswater (excluding the Hyde Park estate). An area where the Windsor lantern has been extensively used, sometimes on awkwardly tall columns. The continued use of the Windsor type is liked by residents and amenity societies and has become the norm, but the excessively tall columns should be avoided.
- Carnaby Street Area. An area mostly owned by the Shaftesbury Estate where the carriageway mix is three grey and pink granite setts, with some York stone margins. Bollards, where necessary, should be similar to the listed originals and the Cannon type is therefore preferable. Windsor wall mounted lanterns in side streets on web brackets can be used. Carnaby Street itself, which has a number of mid 20th century redevelopments, can have wall mounted, modern lighting units that are as small as possible.
- Chinatown. Street furniture here was painted red and gold from 1986 to 2010. Advice from the Chinese Community now indicates that the city's general adoption of a black livery is more restful and that this exception will now cease. Special gateways and dragons are desired by the community and these will be accommodated where practicable. Bollards of the Comyn Ching type are only used here. A catenary system to carry Chinese style lanterns at festival times, in traditional Chinese proportions, is acceptable in the streets entirely within the area.
- Covent Garden (north of Long Acre). This area is akin to the rest of the Seven Dials area in Camden. Different lighting is used in the form of a replica lantern of the Windsor type, but evolved with the Seven Dials Trust, and will be used in Westminster in these streets only in the interests of consistency within Seven Dials.
- Covent Garden (south of Long acre). An area where the Rochester style lamp predominates, many remain with gas as a

fuel, but use of more efficient sources might be considered; public seating is rare but in the Piazza is a simple bench; trading stalls are preferred as barrows. Bollards / barriers are different in this area. They are wooden around the market building, hexagonal cast iron in the St Martin's parish area, but can be canon types near 18th & 19th century streets and may be the City type where redevelopment has resulted in a generally 20th century streetscape. Grey Wornum lighting at 8m should be confined to Long Acre and Garrick Street north of Floral Street. Granite setts in a five colour mix (three grey, buff and pink) is the Covent Garden mix.

- Knightsbridge. An area with small scale gas lamp fittings and short columns. Different in respect of lighting only.
- London School of Economics campus and Lincoln's Inn Fields. An area where two exceptions have been agreed to give the LSE a more 'campus like' feel to the streets linking the buildings used by the LSE with the school's corporate blue colour. Paving patterns are an exception as well. In Lincoln's Inn Fields a small area is in Westminster and the majority is in Camden, the Camden lanterns id being copied and used in the area administered by Westminster.
- Oxford Street, Regent Street, Coventry Street, Piccadilly Circus & Leicester Square. These are international shopping streets, subject to exceptional wear and high priority for a special image under the ORB and Leicester Square Projects. Most street furniture will be from special suites. The heart of the West End from the perspective of the visitor with a particular need to sparkle yet be de-cluttered because of high pedestrian flows. Bond Street and South Molton Street should be in a high quality, but standard module (i.e predominantly 600 mm x 750 mm paving specification with lighting from the established range) and are thus different in this group of streets and places. Regent Street should remain in random length English Pennine limestone in 600 mm courses with a wall mounted lighting solution but improved

light control is needed on replacement. Oxford Street is expected to be paved in granite slab and have lighting masts on the south side with clusters of lights mounted at 12 – 15 metres covering stretches of 50m with an accent light in blue LED at the top. Granite setts in a three grey mix is expected in hard wearing side streets in the Crown Estate and two buffs and 20% grey in the Mayfair area and at the Circus itself.

- **Paddington.** An area of extensive redevelopment around the station, former goods yard and canal basin that has its own, modern identity. A special suite of Woodhouse furniture should be continued in the public realm of developers' schemes. On the street the difference is in respect of lighting only with black tapered columns and Geo or Furyo units.
- **Pimlico, Belgravia and Mayfair** An area where a heavy cast iron type of lamp column was purchased by the former (pre 1965) council from the Scottish foundry Mackenzie & Moncur. Many examples remain in these three concentrations. Different in respect of lighting only on side streets not on main distributor roads. Paving in the shopping areas may be upgraded in partnership schemes to English Pennine limestone with 2 colour buff and 20% grey setts in loading areas and lay-bys.
- **Queens Park Estate.** An estate in artisans' cottage style where the more urban style of the Grey Wornum is not appropriate and a Rochester type lantern on a swan neck is proposed at the next renewal.
- **Victoria Station and Victoria Street** An area of extensive redevelopment and a gateway with rail terminus that can establish a modern aesthetic away from the designated Conservation Areas.
- **World Squares** Parliament and Trafalgar Squares and the Whitehall link between are iconic areas that generally use the city's equipment but may need additional features such as balustrade walls and City type bollards for enhanced security, consistently applied, to make them work well in present circumstances.

76. Where these exceptions exist, some other equipment will be bespoke as well. Generally these are dealt with under the Exceptional Projects protocol. Parishes such as St James, St Annes & St Martins have their own bollards. Great Estates also have some differences in details.

### **Parish, estate, traffic management and security bollards**

77. **Parish Bollards.** When parishes were the mechanism for local government, some had distinctive designs cast. The Parishes of St Anne, St James and St Martin are prime examples. Where these are discovered they must be cherished and retained and they are usually 'listed' and the remarks about listed lamp columns above apply equally. If more are required they may be replicated but the year of provenance cast into them as well. Because the early parish areas date from the era of the sailing warship, cannon bollards are also acceptable in these areas. Projects in partnership with the Great Estates give the opportunity for bespoke casting variations to give additional identity. For the avoidance of doubt a Business Improvement District (BID) is not considered to have the longevity of an Estate and will not be regarded as an appropriate body to enshrine in street equipment with a life longer than their present mandate.

78. In Victorian areas the cannon bollard and the City Bollard are equally acceptable. 20th century redevelopment from the accession of King Edward VII in 1901, is more suited to the 'City' bollard and this should be used in all areas affected by redevelopment from that date onwards and has been re-engineered to withstand considerable impacts.

79. Bollards should not be used for the prevention of footway parking as they provide unjustified obstructions for the visually impaired and regularly get uprooted from vehicle impacts causing undesirable additional costs. Consideration should be given to retaining or increasing a kerb (with associated measures for mobility impaired at crossing places). Shared surface projects have many disadvantages as they often require a line of bollards to protect weak sub-structures and remove a helpful feature for guide dogs and long cane users.



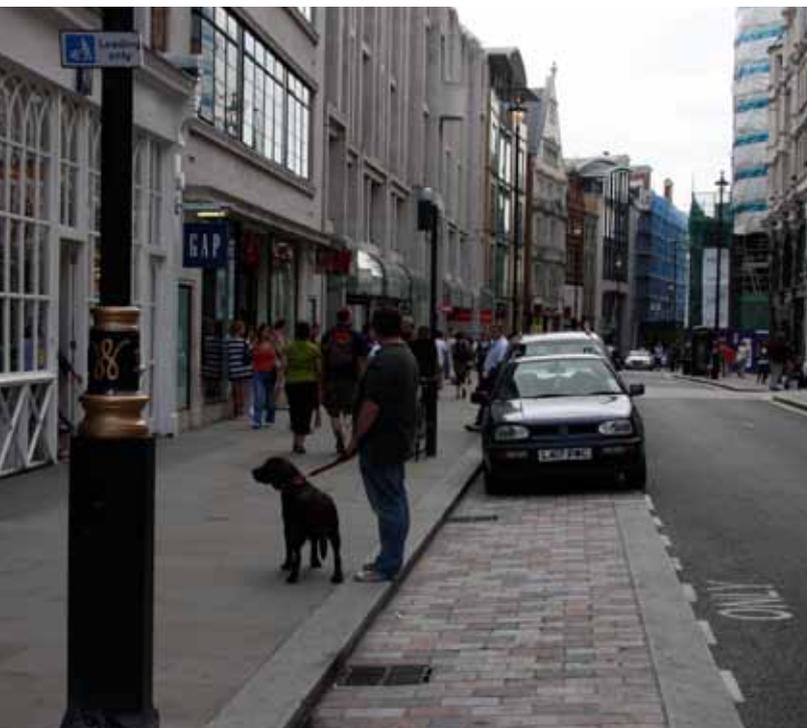
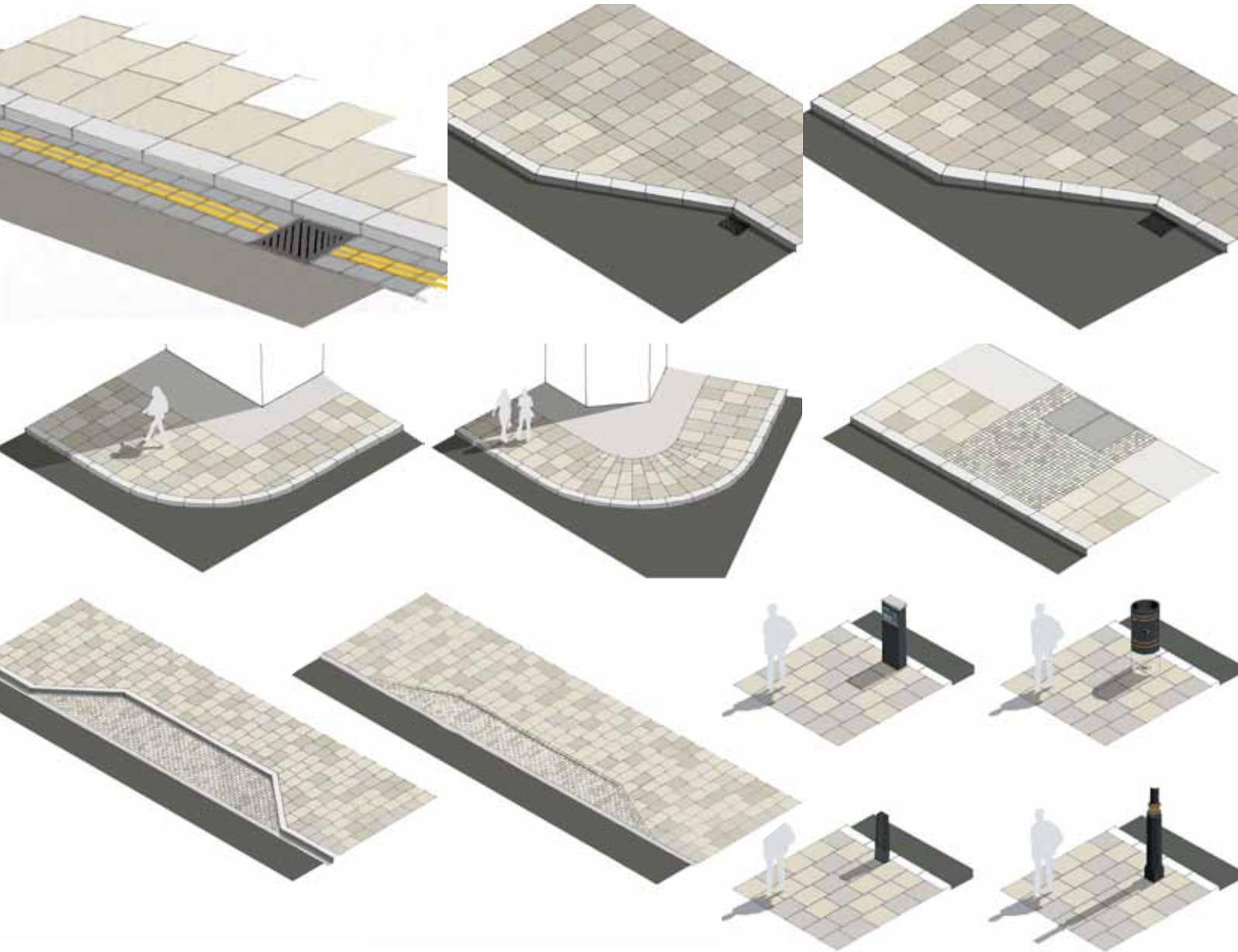
## Whitehall, SW1

80. Bollards that rise from the carriageway can assist in managing streets and areas where the regime allows delivery from known vehicles (which can trigger hydraulic bollards to drop and allow them in) but security issues may dictate a need for a perimeter line of bollards. Manually dropped bollards can be useful for the time-managed streets where there are on-site personnel to raise and lower them. Perimeters of vehicle exclusion areas should be designed in a logical and tidy way with a pedestrian clear zone maintained and the concept agreed as a special project. Alternative devices, such as walls or balustrades within a line of bollards will be considered on their merits and may be preferable to an unrelieved line of bollards. Pinch points are inevitable but the usual clearance between the faces of bollards in a cordon should not be less than 1.2 metres.

81. Whilst level access, direct approach paths and step free environments were once entirely desirable, heightened security concerns may result in elevated ground floors and direct approaches blocked by landscaping details. Step free access is still required, but the route may need to be more serpentine to thwart vehicle borne devices. Entrances should still be legible, obvious and welcoming.

82. In areas of very high concern, a cordon approach and extensive vehicle management may be required. Developers, consortia or business improvement companies (BIDS) may need to facilitate a 'bonded' type of reception and despatch area within developments or areas of the city with materials moved to their final destination by small vehicles operating out of the bonded area by trusted staff.

# Part 2 - Topic & technique guidance



Top: diagrams showing principles for setting out paving slabs, kerb details and placement of key items with the type and bond expected throughout the city, more information is referenced in the Catalogue and through working details. Below: the theory in practice at Long Acre and a preserved coal-hole cover that adds character to some streets.

# 9 - Design of paving & streets

## Objective

83. The guidance in this section is intended to set out the standards for the renewal of street surfaces when schemes are proposed relating to traffic management, alterations, repair or improvements relating to new private or public development, or through maintenance programmes. It develops the Townscape Management Policy (DES 7 Section E) and the Principles of Urban Design and Conservation in DES 1) in the UDP and provides a more sophisticated set of application guidance and extends it to situations managed by the council and its contractors where planning permission is not normally required. The Part 1 Strategy sets out an approach that keeps the best of the past where it survives. Where new works occur, the Strategy advocates a minimalist streetscape design that uses traditional (but modified) paving modules, whilst selecting appropriate dimensions and laying techniques that are sufficiently durable to withstand the impact of modern cleansing and maintenance equipment.

## Introduction

84. Westminster's streets work hard, they wear out and replacement has taken place over many years. However, some change has occurred that has damaged the character of some of Westminster's streets. As Westminster City Council has a statutory duty to conserve its heritage assets - conservation areas cover about 80% of the city's administrative area - these areas must be sustained and where appropriate, enhanced.

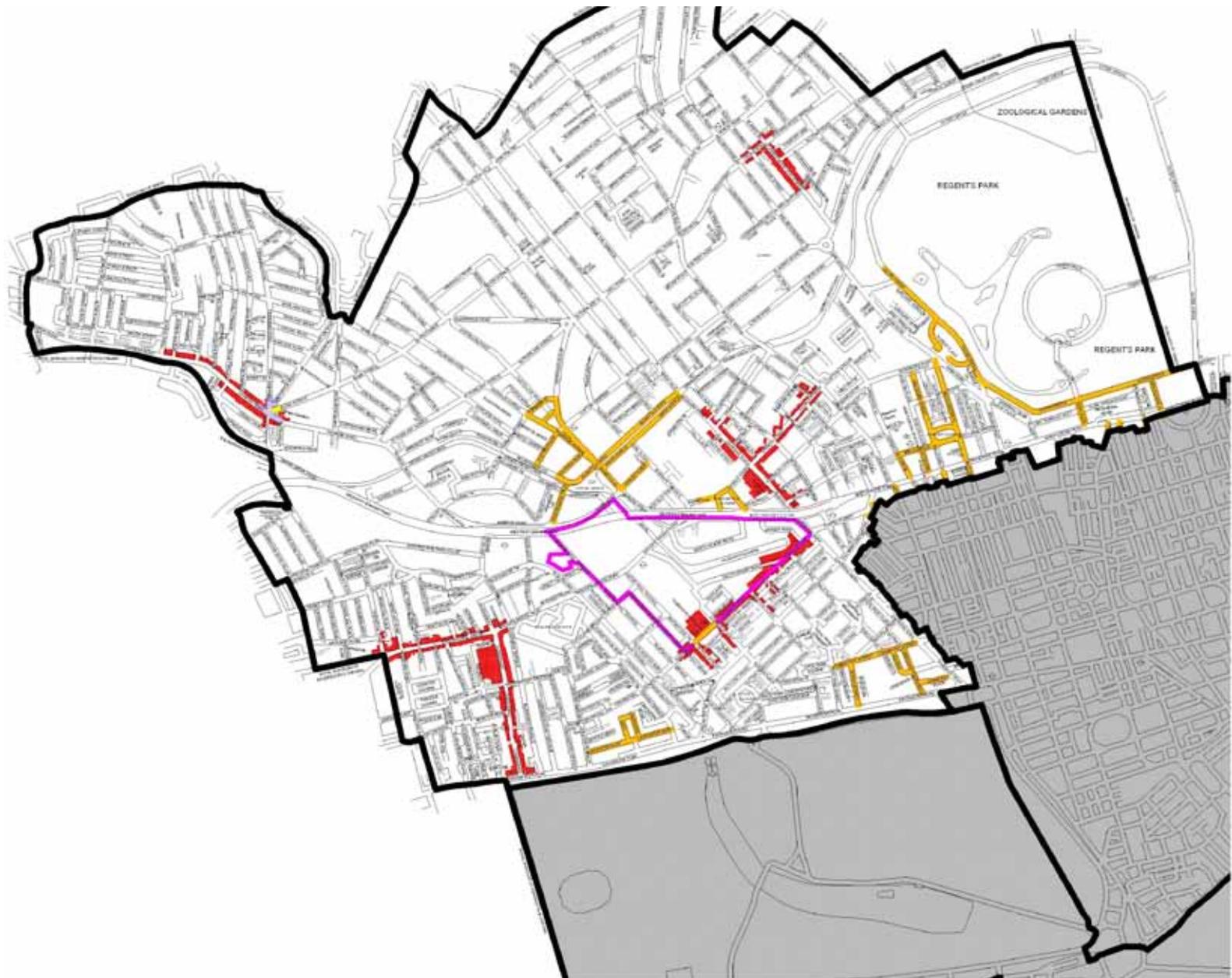
85. This section seeks by way of policy development and practical guidance to reverse past damage and work towards the renewal of footway surface materials in the city in a way that is influenced

by the heritage and traditional look of historic British streets yet withstanding modern pressures put upon them. To avoid piecemeal improvements, on redevelopment the consideration of whole blocks at the appropriate standard is preferable to a very high quality outside the individual site or building with the approaches or surroundings left unchanged.

86. To this end it is worth noting that some elements are to be removed whenever a works programme encounters them and not replaced in the same way. Historic materials and high quality new paving must be matched with care and as far as is practical, should appear to be laid in a traditional way (although the sub structure may be modified to help it to survive). Items of character such as mounting blocks from the era of the horse and coal-hole covers from the age of coal fires must be retained as historic



Illustration of very large stone slabs and coal hole that survive in some of Westminster's streets



**Key**

-  North area team boundary
-  Paddington special policy area (public realm strategy)
-  Central / South area team
-  District centres
- Enhanced Conservation Area Paving*
-  Granite preferred
-  Sedimentary preferred

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Map 4 – Exceptional areas with enhanced conservation area paving expectation - North part of the city.

features. In 2006 a study was undertaken of the seven District Centres in the city (see lighting and paving maps for their location) and the results are generally applicable throughout the city. The output from the study has influenced this section and diagrams that explain detailed application are reproduced in the Westminster Catalogue. They will be used to update standard details and specifications for use by contractors working for the council where they are not already in use.

### Westminster footways and carriageways The Footway Legacy

87. The traditional British paving system for footways in London is the stone flag. This was laid in large slabs, sometimes very large slabs, but most commonly three feet by two feet in imperial measure (900 x 600 in metric). The slabs were most often offset by six inches (150mm) to give a distinctive bond.

88. The historic pattern described above is expected in the best set -piece townscape compositions and the use of hard, sedimentary stone (often referred to as York Stone) is the preferred solution in such locations. Westminster Way will refer to this stone as English Pennine Stone (EPS). This is to allow the stone to be sourced from various English counties that possess this type of stone and gritstone from Derbyshire has been used successfully. Softer limestones must be used with care and the choice must be fit for purpose.

89. However, there are a significant number of places where this natural material will become distressed very easily and not survive the heavy wear and abuse imposed upon it. In areas of mixed townscape it is not always appropriate to use a material best reserved for high quality historic areas to set off a new development, however much the developer may wish to use the highest quality material to set off the street in front of new development. It is also more fragile and larger slabs have handling and breakage issues. The high quality townscape areas that have the appropriate wearing characteristics for EPS flagstones are shown on Maps 4 – 6 and the targeted streets for EPS is also noted. The same maps also indicate the streets of high quality and high stress where the preferred material is likely to be granite. In other places Artificial Stone Paving (ASP) of

similar module should be used. Reinforcement may be added to these slabs in locations where over-running is rife and / or heavy cleaning machines have to be regularly deployed.

### Mastic and small element footway finishes

90. Many footways have lost their historic paving slabs with the surface dressing replaced with mastic asphalt. This is a good material for places where underground conditions dictate a thin upper part to the footway or there are awkward areas around basement lights in narrow footways. However, they also have disadvantages, namely:

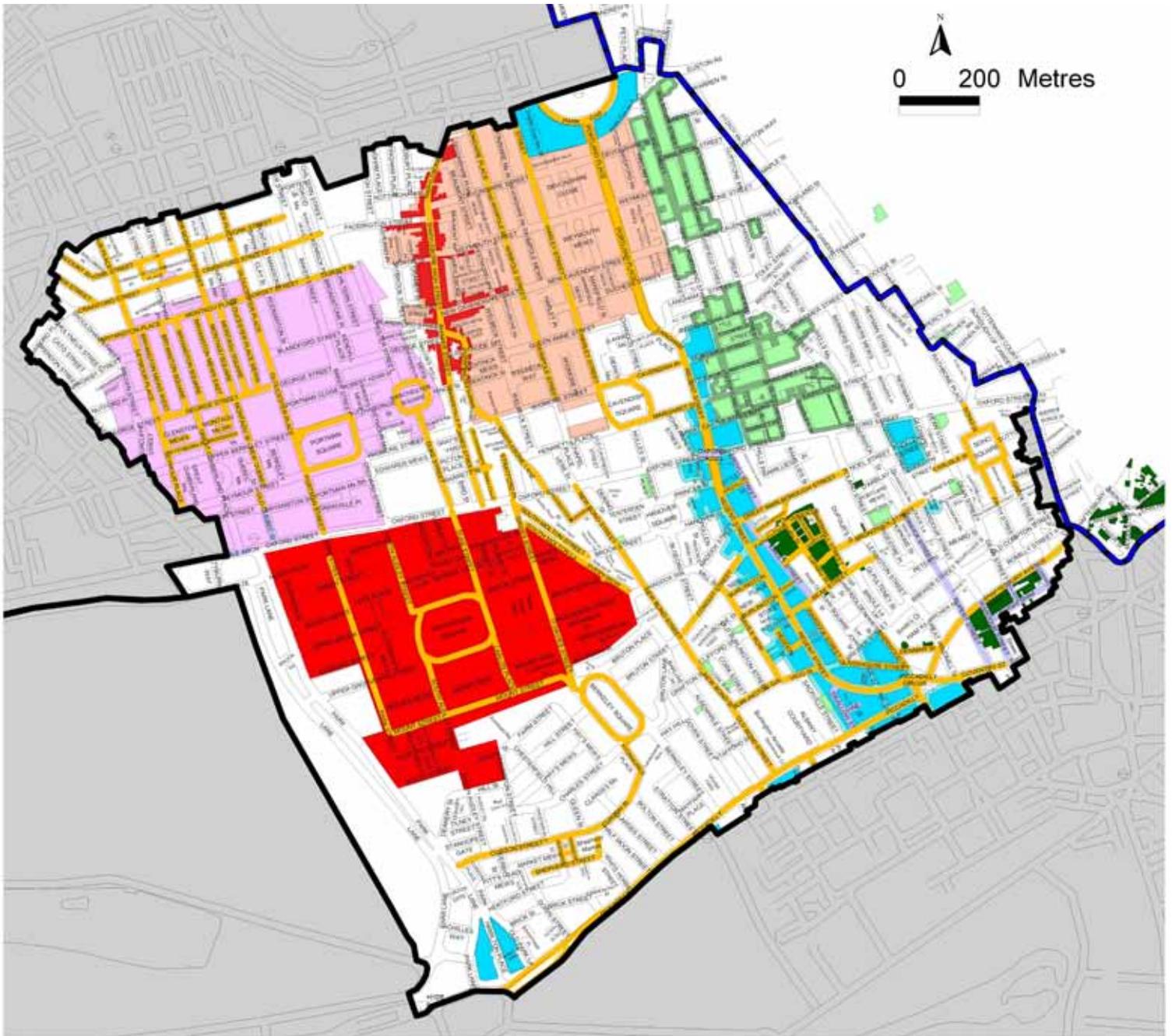
- a tendency to allow puddles to form;
- they are often marred by point loads, tyres, table legs etc.; and
- where trenches are dug, the scar remains where the asphalt skin is patched.

91. The only practical solution to these disadvantages is to relay the wearing course periodically with sub division into panels of the footway. This may assist in making satisfactory places to break the repair.

92. Some footways were repaved in square, continental style paving systems to reduce the tendency to break when laid on sand. They cover the footway completely or form a margin of two or three courses behind the kerb. Reinforced concrete slabs now available and improved sub structures are now used to allow the traditional British bond, using the types noted later in this chapter, with 600mm courses, laid in the traditional offset bond. There is a way of stitching in new perimeter slabs in place of the small element sections if the older, large element materials have reasonable life left in them.

### Stone setts & slabs in footways, mews and carriageways

93. The traditional granite sett appearance of historic streets and mews is often desired and where traffic is slow and relatively light, this is an acceptable, high quality solution as an alternative to the more common asphalt surface types. In some locations, traffic worn granite setts have been salvaged from other places and re-used. In others, more rounded



**Key**

- District centres
- North / South area team
- Central area team boundary

- Enhanced conservation area paving*
- Granite preferred
- Sedimentary preferred

**Estates - sedimentary stone encouraged**

- Crown
- Related Crown estate compositions
- Great Portland
- Related Great Portland estate compositions
- Howard de Walden
- Grosvenor
- Portman
- Shaftesbury

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Map 5 – Exceptional areas with enhanced conservation area paving expectation - Central part of the city.

setts have been used but these have created problems for users with mobility impairments. The sources of these are limited as other places now revere them and new, sawn granite setts are generally now sought, and when laid with small joints, give minimal difficulty to mobility impaired people yet give the desired character and scale. Where it is desirable to keep the more awkwardly shaped setts, causeways of more regular granite setts may have to be inserted to ensure a continuous network of routes for people with impairments.

94. The scale and use of different setts and colour ways are noted in the Catalogue. The standard sett for use in the city's streets is 150 x 250 x 150mm (sometimes 100 or 180 mm deep according to need) sawn and picked with pointed joints at 6 – 8mm (a size 4 sett). Materials such as granite should be in modules that can be re-used with an expectancy of 100 – 200 years and the expectation of being re-laid every 20 or so years on average. Smaller setts are 100 x 200 and are generally too brick like in size and too domestic in scale for use in the streets and have greater maintenance problems than the larger sett, these size 3 setts should generally be confined to crossovers, small entrances with light traffic and courts and mews with light usage.

95. Streets with high wear, intense grease problems or requiring the granite aesthetic to complement the buildings can be entirely granite with setts of the above dimensions in the roadway areas. Margins or footway / seating areas are more likely to have services beneath them and more frequent disturbance as a result. In such locations granite slabs of traditional size and proportion can be used with mechanical lifting. In smaller scale streets the same proportion with 450mm coursing may bring slabs within the manual lifting provisions for two operatives and would be acceptable, but if in any doubt contractors should assume mechanical lifting to be the norm.

96. Cleft or sawn granite setts of cubic proportion, usually 100 x 100 – a size 2 sett) set in ordinary mortar work loose in carriageway locations and can create problems for people with mobility impairments. They are useful as a deterrent surface or to provide a change underfoot that indicates a danger or obstruction, therefore they are best

used in central reservations, at canal edges or as a border to unavoidable obstructions. Long granite or sedimentary stone ribbons or very large slabs may be acceptable in certain locations but must always have been agreed through the exceptions procedures. Cubic setts in EPS can be useful to create dished crossings in a stone flagged street, or where a margin to take complicated railings or other equipment is needed. EPS setts of the same module as granite setts can be used for loading areas or taxi drop off areas when the change to granite is not wanted and risks of breakage and staining have been fully addressed.

### Unacceptable footway paving materials in Westminster

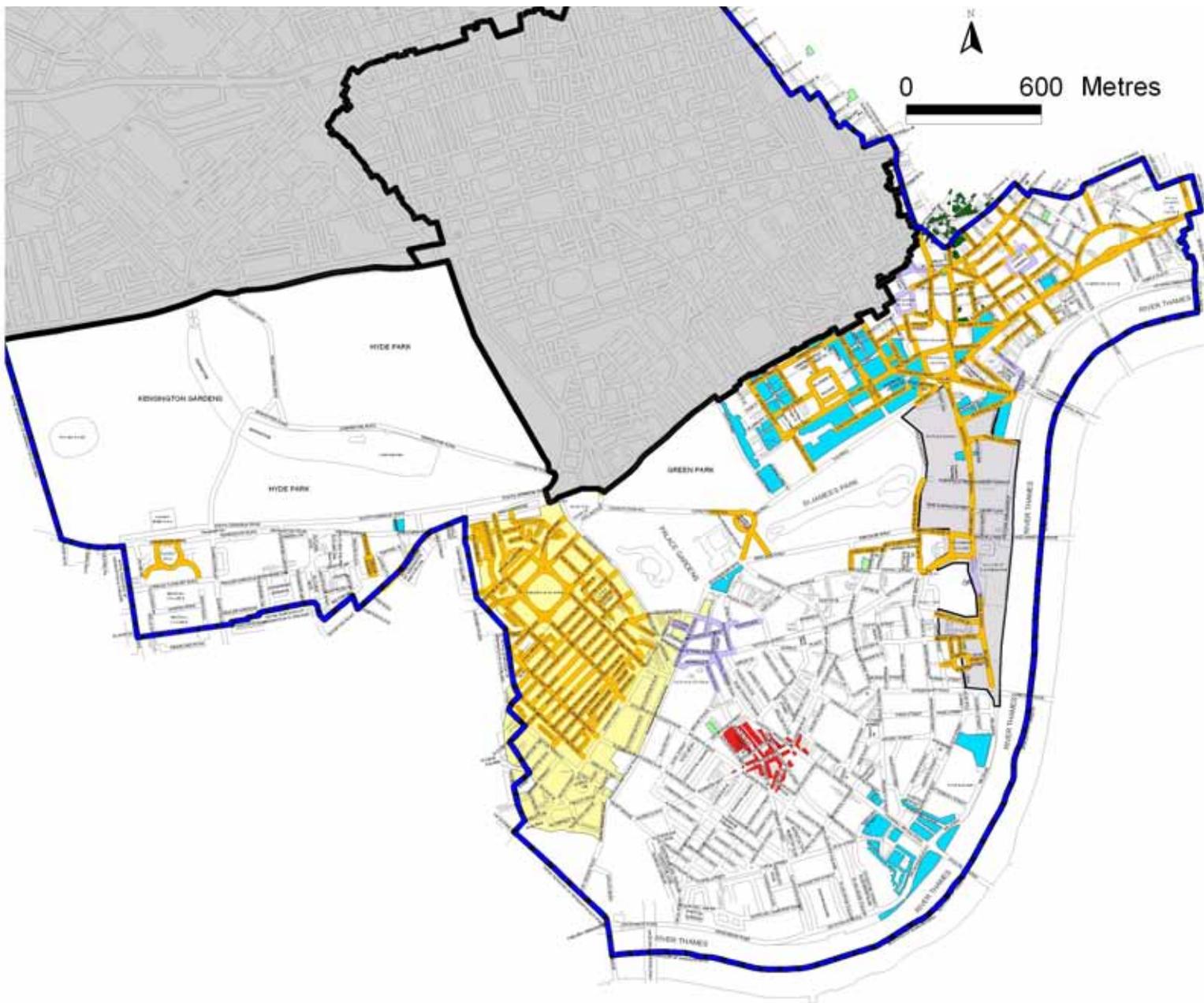
97. Banned elements which must no longer be used and also must be removed in all major schemes or significant maintenance works and when renewal is due are:

- 100 mm x 200 mm concrete pavers with chamfered edges;
- coloured concrete paving slabs (sometimes called Saxon 'Yorktone' or 'Perfecta' paving slabs) including coloured tactile slabs and tails; and
- clay pavers in brick size modules.

### Carriageways

98. Carriageways have been variously unbound aggregate material, wood block, granite sett or more recently Tarmacadam. The latter material is now almost universal, but setts remain in some places and add considerable character. They do, however, present maintenance problems and older, rounded setts can be difficult for people with disabilities to negotiate and create noise in residential locations, so need to be used with care. Whilst an asphalt or Tarmacadam surface is the norm, alternatives can be considered through the exceptional projects process. Generally a departure in favour of setts will only be considered if all six of the following tests can be satisfied:

- the vehicle traffic should be generally light and slower moving than might be the norm if adhering to the speed limit, so there is not rumble from the jointing. Tracking from regular HGV or PSV routing is likely in constrained carriageways so these are undesirable places for setts. The size



**Key**

*Enhanced Conservation Area Paving*

-  Granite preferred
-  Sedimentary preferred

-  South area team boundary
-  North / Central area team
-  District centres

**Estates - sedimentary stone encouraged**

-  Crown
-  Great Portland
-  Grosvenor
-  Shaftesbury
-  Government estate

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Map 6 – Exceptional areas with enhanced conservation area paving expectation - South part of the city.

and depth of the sett should be appropriate to the traffic volume and type and this is in the latest British Standard and will be set out more fully in the Catalogue pages.

- the part of the network should not be so sensitive (because of a lack of alternative routes) that servicing is impossible when blocks of the carriageway are fenced off for relaying and traffic migration during relaying works is acceptable. The stakeholders in the area are willing to cope with the disruption.
- the stakeholders feel the use of setts adds character and a humanising feel to the street that outweighs the disruption noted above.
- there is funding to install and maintain the option with sustainable mortars that give a design life of 25 years but allow re-use and survival for at least four reconstruction cycles, and that inspections after disturbance or use of specialist contractors will ensure sound and proper reinstatement.
- the sub structure is suitably arranged to contain the panels of setts and the module, coursing, sett depth, pointing and bedding can cope with the expected number of standard axles, axle weights, turning movements from vehicles at junctions and on 'tables' yet allow re-use. It may be preferable to anticipate more regular relaying if the mortar choice allows easier salvage and re-use of the setts themselves.

99. Matters such as the type, aggregate, skid resistance and surface dressing of flexible carriageway surfaces will be selected according to the technical needs of the site. Coloured coatings should be minimal; a black finish is preferred unless colour can be justified and agreed as an exception.

### The Westminster kerb

100. Most kerbs to footways in Westminster are 300mm granite, usually 200mm deep. These are heavy units and have to be mechanically handled. Only in exceptional circumstances should smaller dimensions (generally 150 mm x 150mm) be employed and unless the replacement for a historic precedent, agreed as an exception. Existing kerbs should be re-used and re-laid, but in large or grouped schemes, old material should be kept together and new (to match) introduced in rational blocks.

### Modules for paving slabs - the principal types.

101. The default paving standard in Westminster (Westminster Standard) is 600 mm coursed artificial stone paver (ASP) with the traditional British offset bond of 150 mm. At the kerb edge there should be alternate 600 mm then 750 mm slabs with 750mm slabs used thereafter. The back edge may be infilled with 600 mm slabs if appropriate or cut to size. Covers in metal and plastic are cut into slabs and finished with wet work around them.

102. Reinforcement and over-run resistance. ASP paving can be obtained in reinforced versions to resist cracking and bedded on sand / cement on a concrete sub-base to provide resistance to vehicle over-running. Generally reinforced slabs will be used in the first two courses from the kerb and across all vulnerable corners. Paving by cellars of public houses was vulnerable to impact damage and ribbons of granite or areas of setts are traditional solutions for these 'barrel drops'. Corners where over-running is a chronic problem may 'borrow' the barrel drop solution to address repeated damage that results from unavoidable over-running due to the geometry of the junction.

103. Setting off quality sites (Westminster Conservation Standard) Many developers and amenity groups seek to improve the design quality of the public realm and a significant improvement to the appearance of a street is achieved by the use of recessed covers and frames for inspection chambers. However, this solution increases costs of installation and maintenance significantly. See the implementation section later in the document.

104. This specification is the expectation in conservation areas and outside high quality redevelopment projects. Where the improvement to the setting of a redevelopment is proposed or required, then the holistic treatment of a street block is preferable to above specification rather than just outside the building taken in isolation. Artificial stone paving can benefit with treatment to reduce the adhesion of dirt and gum.

### Natural Stone

105. In historic streets and in townscape compositions that warrant it, EPS is appropriate.

The standard 600 mm coursing will be the same as the Westminster and Conservation Standards noted above for EPS. These streets and locations are noted on Maps 4 - 6 and are the streets where the council considers the profile and character to warrant the highest quality specification using natural stone. In the hatched areas on the maps the townscape is of a consistently high quality and with an estate management regime that lends the opportunity to consider wider application of the highest specification on an area basis. Partnership working to top up the footway replacement costs and the resultant higher costs of the maintenance process will allow the more expensive specification to be procured and maintained on an area basis. Street blocks should be dealt with holistically and preferably in neighbourhoods within estates.

106. The 600mm coursing for EPS or ASP paving is the most appropriate module for streets of generous or average proportions. In streets and footways of intimate scale or narrow footways, a smaller module using some courses of 450 mm or ribbons of 300 mm are acceptable. Slabs of significant size or random length are often encountered in historic streets. In modern situations, natural stone paving, where it survives, should be retained as much as possible. Specifications should require that stone slabs which need to be lifted should be raised and carefully replaced. Where natural stone is damaged, the damaged section of a stone slab should be cut away and remaining stone should be re-used. An infill panel should be cut and inserted in the gap. Infilling with matching material will add interest as the patina of age mellows the stones. Stone slabs often survive around coal hole covers and new material should match and coursing be set out from the surviving covers and non-standard courses used to accommodate any awkward spacing.

107. Slab lengths will become more random in time and this is acceptable as it adds character to the streetscape. However, limits need to be set on the smallest remnant of stone slab that can be re-used (generally half the width of the course - cutting ASP slabs is not applicable). Re-use is better than discarding usable material and total replacement on economic, aesthetic and environmental grounds. Maximum length will generally be 900 mm, but

this will involve mechanical handling and longer lengths will not only be heavy, but will be particularly susceptible to damage from over-running vehicles (which will include heavy maintenance/washing vehicles) and a very special case has to be made for unusual slab sizes. A square module is undesirable for street areas, and a grid of square slabs is not a Westminster street feature (except for setted barrel drops and some ramps). A grid should only be used in landscaping schemes within sites or parks. Thus, in the street 600 x 750 will be the norm (started in alternate rows with 600 x 600 slabs) 900 mm slabs may be used in exceptional circumstances and in agreed schemes random length slabs can be used.

108. Footways in residential areas sustain medium and lower levels of wear. However, specific areas of the city suffer from waterproofing and dirt problems, very hard wear and intense cleansing regimes and EPS may not be suitable in such places. Deterioration can be minimised by a surface treatment immediately after laying (or after deep cleansing) to restore the appearance and resist dirt and gum.

### **Granite or similar**

109. Where grease, spilt drinks, gum, and other waste causes intense cleansing problems but the environmental quality needs to be high, granite slabs and setts provide the most durable surface material and can withstand intense wear and hot or pressure washing. It is also attractive in some areas shared in time between deliveries and people based activities. The principal locations where granite is expected is also on Maps 4 - 6. Setts are discussed earlier and in the Catalogue and for weight / lifting reasons 450mm slab courses are preferred. Older setts need specialist repointing from time to time and when they polish, may need to be roughened. In order for people with impairments to negotiate areas of characterful setts, 'causeways' of more regular setts may have to be substituted to link adjacent areas of smoother surface to complete a viable network of routes for people with mobility problems.

110. In places regularly disturbed by service repairs, the coursing pattern of small element solutions will be damaged and the intervention will often show for years. Larger slabs show the intervention less and the city has broken with the general presumption of

only using London solutions and has taken its cue from Dublin where equivalent areas have used a slab of traditional proportions and laying pattern but sized approximately 450 mm x 600 mm (or random length). This has been used in Chinatown and appears to be applicable in other places where granite footways are appropriate, the townscape quality is high and the wear and grime is heavy. For stock control reasons a range of course widths is undesirable.

### Miscellaneous street features

111. Raised crossings to give pedestrian priority or assist those with disabilities will generally be made from granite ribbons at the point the gradient changes, granite setts of 150 mm x 250 mm x appropriate depth (150 or 180 mm), asphalt or a combination of those components can infill the table top or approach ramps. Small setts, rough hewn or cleft and set in cement mortar are to be used for deterrent strips in footways and central reservations. They are NOT to be used for approach ramps as they rely on the integrity of the mortar and in time tend to be plucked out. If setts are required in lay-bys they should generally be of the carriageway standards noted above and contained in kerb like ribbons that are anchored as securely as kerbs. Where heavy vehicles steer over them, particularly heavy foundations will be required to prevent movement in this strip. Often it is simpler to carry the asphalt finish into the lay-by, particularly if heavy vehicles are involved, unless there are aesthetic reasons for the differentiation. Concept sketches of commonly used features are set out in diagrammatic form in the frontispiece to this chapter and in the Catalogue.

### Delivery/service pads

112. A recent innovation in Westminster is the service or delivery pad in the footway. This allows use of the footway by pedestrians at most times, yet it is strong enough for delivery and emergency vehicles. It is preferable to a lay-by as it is generally regarded as part of the footway environment rather than the vehicle area - except when it is needed by vehicles.

113. The service or delivery pad materials should be granite setts in conservation areas and a mixed module of Tegula concrete setts in non-conservation areas may be substituted. In

exceptional circumstances limestone (EPS) setts may be acceptable but specialist advice must be sought before a proposal is made as they are not a robust paving material but may have a place in some circumstances. Tegula concrete setts are also acceptable in modern mews or courtyard solutions in undesignated areas and where movement zones are required over root systems to trees. The former solution of 100 x 200 concrete pavers with chamfered edges must no longer be used. Tegula setts must be selected with care as some colour combinations are too rustic for urban situations. Mixed course widths can add interest to the paved area.

### Dropped kerbs and tactile warnings

114. Dropped kerbs need to be provided in pairs or groups so once a person in a wheelchair or with a pram, trolley or luggage is at carriageway level they are not stranded and unable to regain the footway. Elevating the bellmouth to be a crossover or table is a more expensive alternative to the 'down and up' of a dropped kerb.

115. Some crossing points at junctions and islands are expected to be marked by tactile warnings. Using the full guidance specification results in a design that disadvantages people with other disabilities and damages the visual unity of the streetscape. The tactile language is confused and confusing to those from other cultures.

116. Westminster City Council has long insisted on a minimalist approach and has not used, for many years, the tails that reach back across the footway and also does not use the pink and buff colour. Neutral colour cast concrete slabs are the preferred solution, or where natural stone is used, the domes can be ground out of natural material. This is a variation allowed by the national guidance and is particularly helpful in historic locations. Where used, the strip of tactile warning should be parallel to the danger and the depth dependant on the design of the junction. Recent Westminster practice has been for a detectable zone between 800mm and 1200mm deep dependent on the geometry of the kerb on controlled crossings. This is a variation to national advice but is believed to be detectable by the range of visually impaired people. This has been backed up by laboratory tests. As a matter of routine, details are

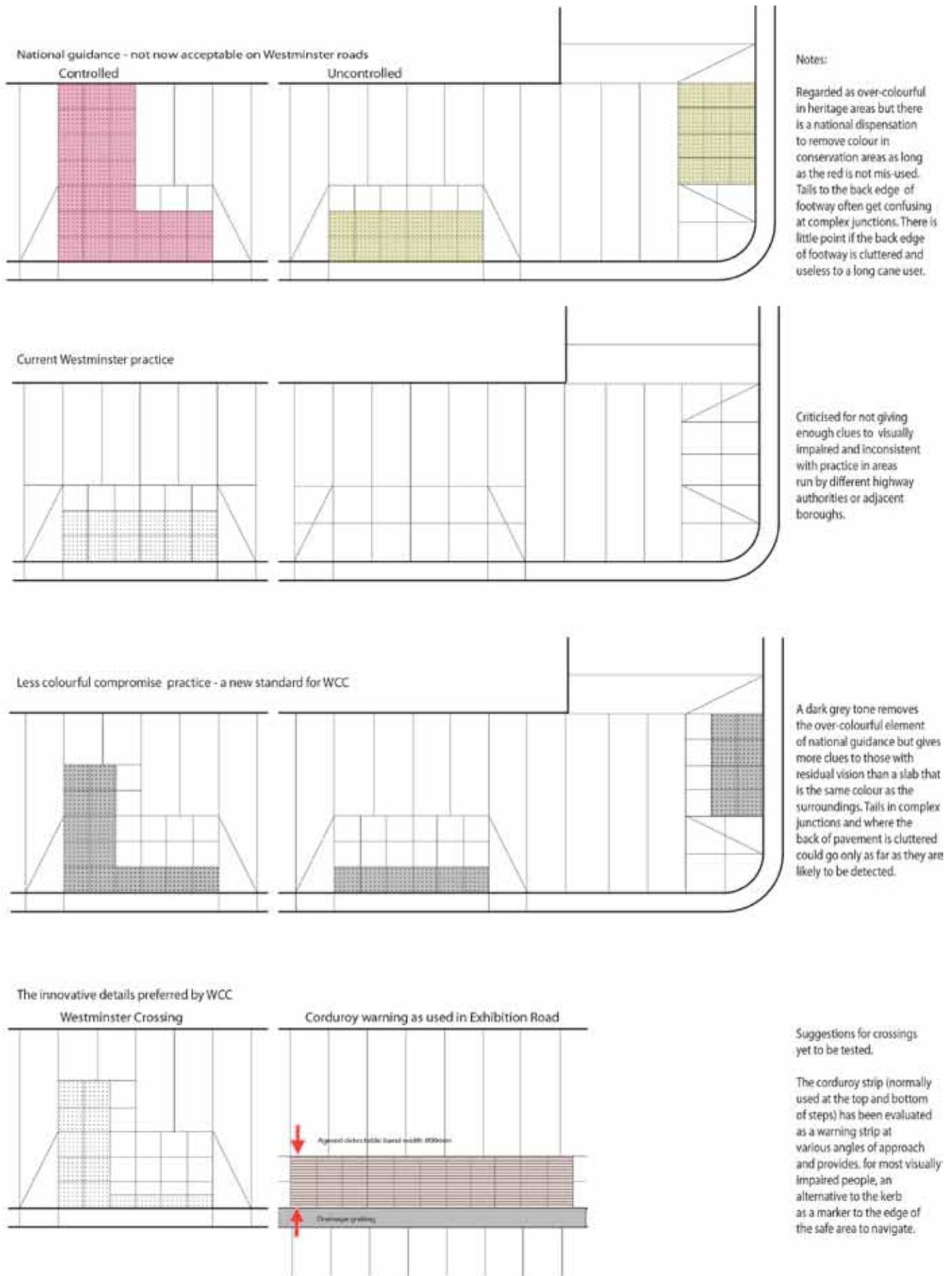


Figure 1 - comparative ways of installing tactile paving - some yet to be evaluated.

reviewed in the circumstances of each scheme and specifications improved or revised as experience is fed back. Westminster is keen to continue the debate on minimalist practice and trial ideas such as those shown in figure 1 on page 50. Partners and contractors needing these details should request the current specifications and drawings.

117. Good surface finishes will be marred if excessive painted markings are added. For the 80% of the city that is conservation area, the 50 mm primrose markings should be used for parking and waiting restrictions as a norm. Generally

scheme designers will be expected to minimise the markings and signs on the roadway and with the judicious use of restricted zones, paved zones and historic core areas, and use the provisions in the Regulations and advice in Manual for Streets to reduce markings to the practical minimum. If British practice needs to be challenged to achieve the results now being enjoyed in continental cities, the issue is to be brought to the Officer Review Group for endorsement and reference to the appropriate authority. Advertisements are not acceptable on street furniture or on highway surfaces.

## Strategic Principles

118. Paving underfoot is often not exciting, but when it has deteriorated it is often disappointing and degrades the townscape and overall urban realm. It is the backdrop to activity and supports the viability of the city and the movement and interaction of its people. It must be a high quality and appropriately engineered surface that is fit for purpose. In high quality locations its colour and texture should underline the sense of place. Through this strategy the city council will:

- Undo the damage caused by inappropriate use of cheap paving materials, poorly laid;
- Retain historic paving materials and features (such as coal hole covers) where appropriate and restoring the traditional British bond and coursing to traditional streets with specifications to minimise fragmentation and cracking;
- Expect inspection covers to be reduced in their visual impact in Conservation Areas by using recessed covers and frames;
- Remove the brightly coloured substitute pavers purporting to be like natural stone
- Maintain the traditional British rectangular paving modules in footways and bonding, suitably scaled for the application site;
- Use high quality stone in areas of visitor interest, integrated townscape concepts and where there are concentrations of grade I and II\* listed buildings, provided local circumstances will not degrade it
- Use granite or similar hard wearing materials in the above situation where dirt, wear and abuse render the choice of sedimentary stone as unwise.
- Expect British module artificial stone paving with reinforcement to prevent fragmentation with recessed covers and frames to be the norm in the majority of the city and certainly as a minimum standard in its Conservation Areas.
- “Building line to building line” approaches that encompass solutions for private forecourts in commercial areas, such as the use of resin/mastic materials over basements or voids beneath the footway
- Adopt tactile warning strips in the same colour as the surrounding material in a band parallel to the kerb of not less than 800mm and not more than 1200 mm with no tails on the right hand half of the crossing. Where possible tactile installed around a dropped crossing on a curve the back of the tactile should be cut parallel to the kerb to maintain the nominal 800 mm.
- Confine grids of square paving slabs to gardens and the public realm of private developments. On redevelopment to expect reinstatement to the above standards and if contributions to the wider public realm are appropriate, to consider upgrading the street block in partnership with the council.
- Minimise road markings by the use of subtle surfacing and area based restrictions that are marked at the entry and apply to all bays.



Aerial view of Belgrave Square and Hyde Park Corner.

# 10 - Green spaces, squares & trees

## Objective

119. The guidance in this section is designed to steer aspirations for greening, tree management and open space initiatives in the city to the types and sites that are appropriate for the character and heritage of the area. It develops the Green Infrastructure section of the core Strategy and Public and Private Open Space Policy (ENV 15 Section B) and the Trees & Shrubs Policy (ENV 16) in the saved policies of the UDP and provides a more sophisticated set of application guidance and extends it to situations managed by the council and its contractors where planning permission is not normally required.

120. National and regional policy in respect of trees can be distilled into the following overall aim for this section:

*To ensure that, for the benefit of both current and future generations, Westminster's tree stock is planted, and when appropriate replaced, in accordance with contemporary arboricultural best practice, and with careful consideration of its relationship with townscape, amenity and biodiversity.*

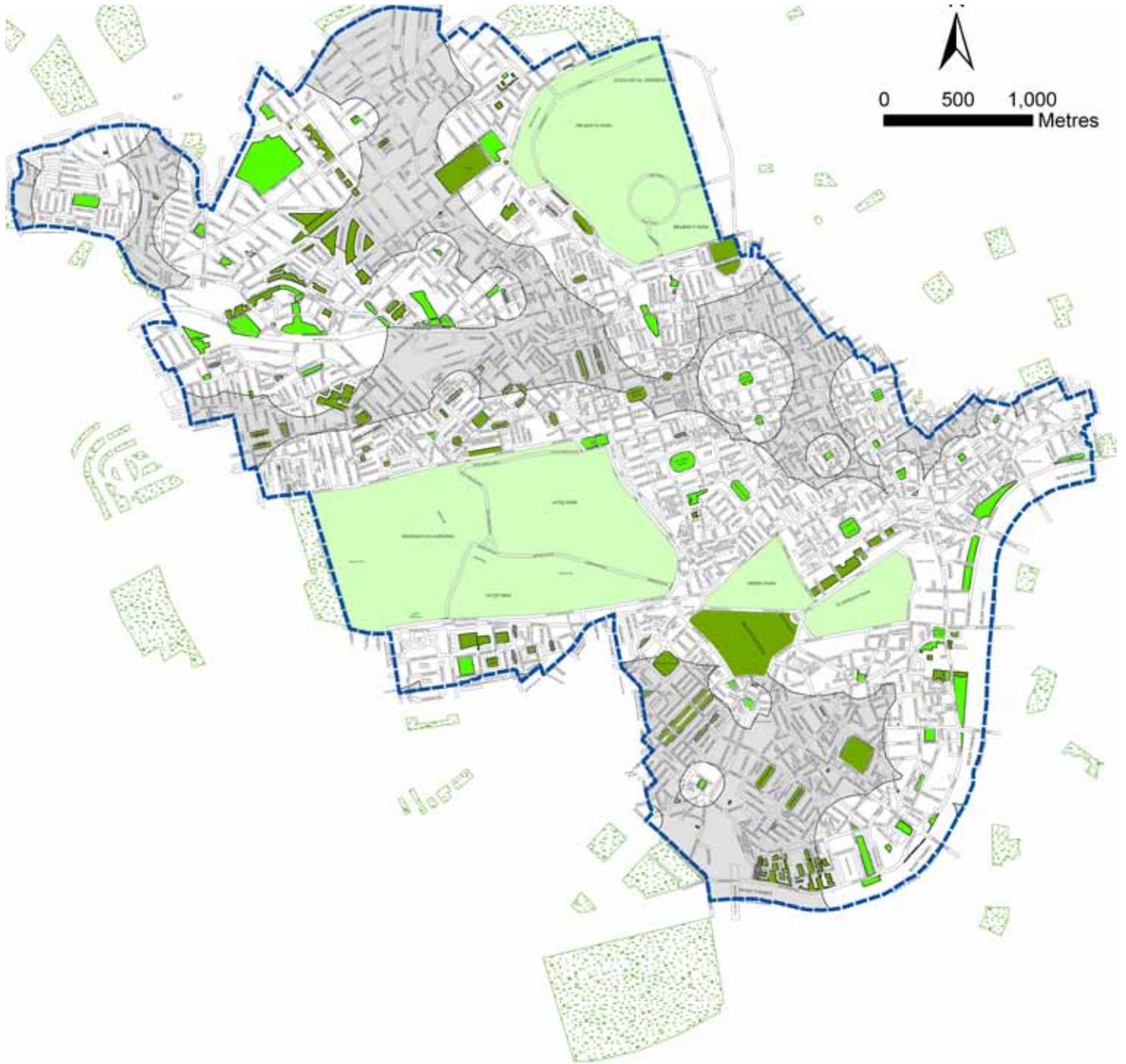
121. This section is supported by two more detailed strategies, one for Open Spaces adopted February 2007 and the tree strategy, 'Trees and the Public Realm' which develops this chapter's principles. These deal with sites and situations in greater detail and are in conformity with national and London guidance and plans. Map 7 shows that in a fully developed city with historic origins the creation of large scale open space is not possible. The Royal Parks provide the large green lungs for the city, but addressing the shortfall of pocket parks and play areas, making spaces more useful, diverse and if possible connected is the role of the council with its partners. Some issues it is possible to address on redevelopment. In respect of trees

the general aims of the Mayor are supported in conserving the green character of the city where it has been planted. Again, in the central area, most opportunities for planting have already been taken so management to retain the desired character is the key objective.

122. Like the varying character found in streets, some of which it is desirable to conserve and enhance, most parks and open spaces have a character that is cherished. As in street projects, this analysis is essential early in any process where change is contemplated. Where a space has ceased to work well, more radical change can be contemplated and new spaces need to fit within the context of the buildings that will contain them. The rules of the Westminster Code work in this context as well, and in the Catalogue there is a range of equipment that gives consistency and minimises stock and replacement considerations.

## Introduction

123. Westminster's greened spaces vary from individual trees, through small incidents in the townscape to the extensive area of Hyde Park. Much of the city's open space needs are catered for by the Royal Parks which are outside the scope of this guidance, but in terms of statistics fall within the administrative area of the city. The earliest settlements in the city were villages or on the edge of the then developed area and had no call for formal open spaces. Lincoln's Inn Fields was the first (and still the largest) garden square and part of its perimeter falls within the city. Covent Garden has no garden square but the next to be developed (Soho) has three in an area with otherwise very narrow streets. East Marylebone has a tight street pattern and no open space in Westminster. The Georgian areas, followed



Key			
	Westminster boundary		Open spaces with private access
	Royal Parks		Publicly accessible open spaces
	Open spaces in adjacent boroughs		Areas deficient of open space

by the Victorian speculative developments were planned with garden squares providing the 'green lungs' for recreation and relief from the hard urban landscape.

124. This guidance develops the application of the Unitary Development Plan (particularly policy ENV 15) and advice from other advisory bodies and agencies. Key advice in this area comes from Streets for All - the guidance on the historic townscape in London published by English Heritage, Government Office for London and others. Street trees can help to define and frame the streetscape and important buildings, whilst shading footways and enhancing biodiversity. However, there is a presumption against planting trees in the streets of formal Georgian and Victorian areas which were designed to have trees in squares and gardens. Thus the garden squares, existing boulevards and occasional incidents should be the principal green focus in these older areas, and caution must be exercised before agreeing to street tree planting in other locations in these parts of the city.

### **Westminster's gardens and parks**

125. Whilst giving overall principles, this strategy deliberately does not set out prescriptive methods for dealing with the layout and redesign of its open spaces. This would be duplication of some work already undertaken in the Open Space Strategy, and as issues are likely to be complex in respect of users, character and function, any significant change will be monitored through the exceptional projects procedure to firstly justify significant change and then bring multi-disciplinary consideration to all stages of the process leading to change. This is particularly important where local spaces are in the London Inventory of Historic Green Spaces.

126. Across the city the council aims to achieve the stringent quality standards for parks and gardens set out by the "Green Flag" scheme. Westminster has already been awarded some Green Flag awards across the city and even where parks or gardens do not yet have formal awards, the Green Flag standard represents the benchmark for the council's maintenance and management of such spaces.

### **Squares**

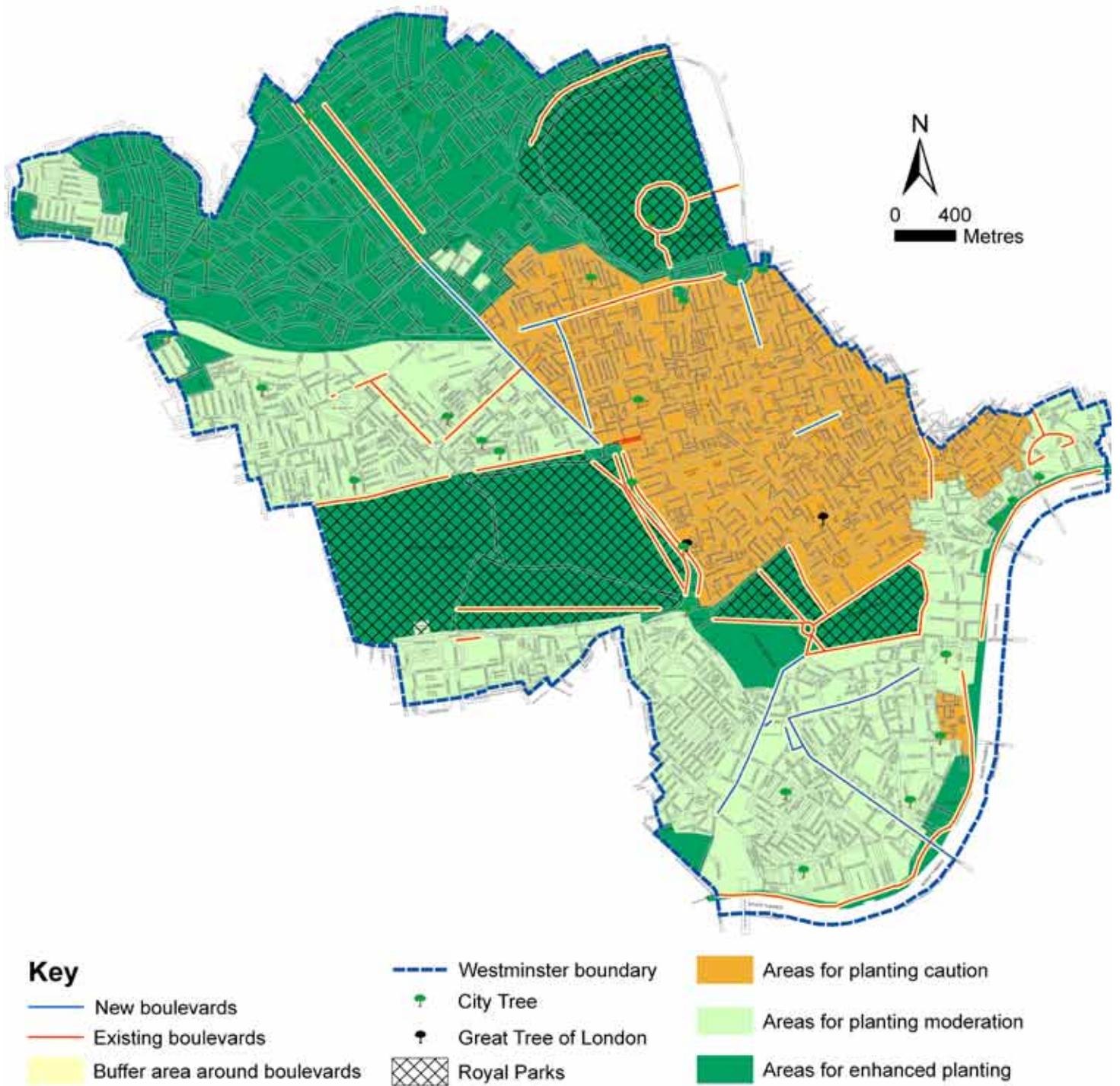
127. Garden squares have evolved over the centuries and fashion has altered the interior of garden squares from early ponds and basins, through central planting clumps and latterly perimeter planting with more open centres. The needs of areas and the potential for change is addressed in the Open Spaces Strategy and need not be repeated here, but change will be carefully addressed to meet the needs of the current population yet conserve and where appropriate, enhance the best from the past.

128. The roadways around squares have also altered as demands have changed. The vast, uncluttered areas from early prints acquired islands to guide traffic about a century ago and with increased vehicle use after the 1950s, parking, servicing and cycle provision with its attendant equipment has taken over the roadway spaces. One way systems introduced in the 1960s have caused some squares to feel like a racetrack.

129. Studies by some of the large estates and public bodies indicate it is time for a change and that squares need to be reclaimed for people; in the roadways around and approaching them, the vehicle's presence needs to be reduced or the arrangements for them humanised. Access to squares for the pedestrian, particularly those with impairments, requires the distance to the entrance be shortened. This can lead to ugly build-outs and crossings. Unwanted carriageway can also become isolated islands that are then cluttered with cycles, motor cycle bays and other equipment and are sometimes seen as sites for additional trees. With English Heritage, the council has evolved a new rationale for the perimeter of London Squares with a fundamental change to the proportions of carriageway around garden squares and a new language for organising the present needs of society. In association with Camden this has been implemented at Lincoln's Inn Fields. This must be seen as part of the continuing process of change for London's squares and the restoration of railings where these have been lost.

### **Trees**

130. Trees are integral to the overall quality of the city's environment. However, trees are not always



Map 8 – Designation map illustrating the approach to be taken across the city towards tree planting in the public realm (for more information on these areas please refer to the Westminster policy document: ‘Trees and the Public Realm’).

appropriate in every location and caution needs to be exercised as to the places where they are planted. Particular care needs to be taken to ensure that trees are not planted in locations that unreasonably disadvantage the pedestrian or conflict with the designed townscape character. Legislation also now requires Equality Impact Assessments to be carried out under duties imposed by the Equality Act 2010, and if tree planting causes a person with impairments to be discriminated against (i.e. unable to go where an able bodied person can go) then Westminster has a statutory obligation to correct that discrimination. These constraints increase the importance of specimen trees in incidental places or squares where they can be appropriately located. The following paragraphs and Map 8 set out opportunities for more extensive planting, areas where existing planting may need moderation or re-arranging and the places where caution is needed as a strategic approach for the city.

### **Westminster's Character - The Architectural and land holding legacy**

131. About 80% of the city is within one of the 55 designated conservation areas, and the council has a duty to sustain them and where appropriate, enhance the character of such areas. Often architectural severity is part of that character. Post-war housing estates of listed buildings had planned landscapes that must be respected as part of their overall concept. By taking the opposite of that definition, the areas that comprise the 20% of the city that is not designated as conservation area have buildings of lesser architectural or townscape quality. These parts of the city are therefore least problematic in terms of conflict of character over greening, however, care will need to be taken to avoid amenity problems and nuisance and consideration given to the most appropriate scheme using the principles set out in Part 1 on a place by place basis.

132. Parts of the city are not managed by Westminster City Council and important green spaces such as the Royal Parks and some garden squares are part of major estates. These are part of the public realm as defined in the over arching strategy (Part 1 above) but are not part of the management philosophy set out here. They are important in term

of statistics and provision. Westminster's contribution is in its own parks, gardens, housing estates and the streets it manages (Note: the TLRN is run by Transport for London with whom Westminster City Council co-operates on management issues).

133. Slum clearance and 19th century highway projects created streets such as Victoria Embankment, Charing Cross Road, Shaftesbury Avenue, Parliament Street / Whitehall, Regent Street/ Portland Place, Kingsway, and Aldwych. These were overlaid on earlier street patterns and have, for London, a grander scale and often the more assertive style of Beaux Arts architecture than the adjacent, earlier areas. They are the nearest London gets to continental style boulevards. Many of these routes were tree lined over 100 years ago and the management of maturing trees planted from 1850 to 1914 is an issue that needs to be grasped if the survival of these features as tree lines routes shown on Map 8 are to be maintained for future generations to enjoy.

### **Arcadian Westminster**

134. Overlapping in time with the last areas laid out with formal squares, is the evolution of the villa developments in Maida Vale and St John's Wood which were the precursor to the garden suburb movement of the early 20th century. Maida Vale has some unusual enclosed garden areas that are communal. The Italianate and Gothic style villas of St John's Wood are set in gardens behind high walls, but the gaps between the villas, pairs and terraces are singularly important to the character of the area as they reveal glimpses to garden trees in these private areas. Occasionally, even in quite hard areas, a strange quirk of the street layout can leave an opportunity for a single specimen tree that makes a focal point and a welcome incident and contrast. English Heritage advice notes such opportunities and these can be exploited in the city, provided other criteria are not compromised.

### **Retail and Business Westminster**

135. Most shopping is concentrated in the West End, Knightsbridge and Victoria. These are generally located within Central Activities Zone (CAZ) and have an urban character. Outside CAZ there are

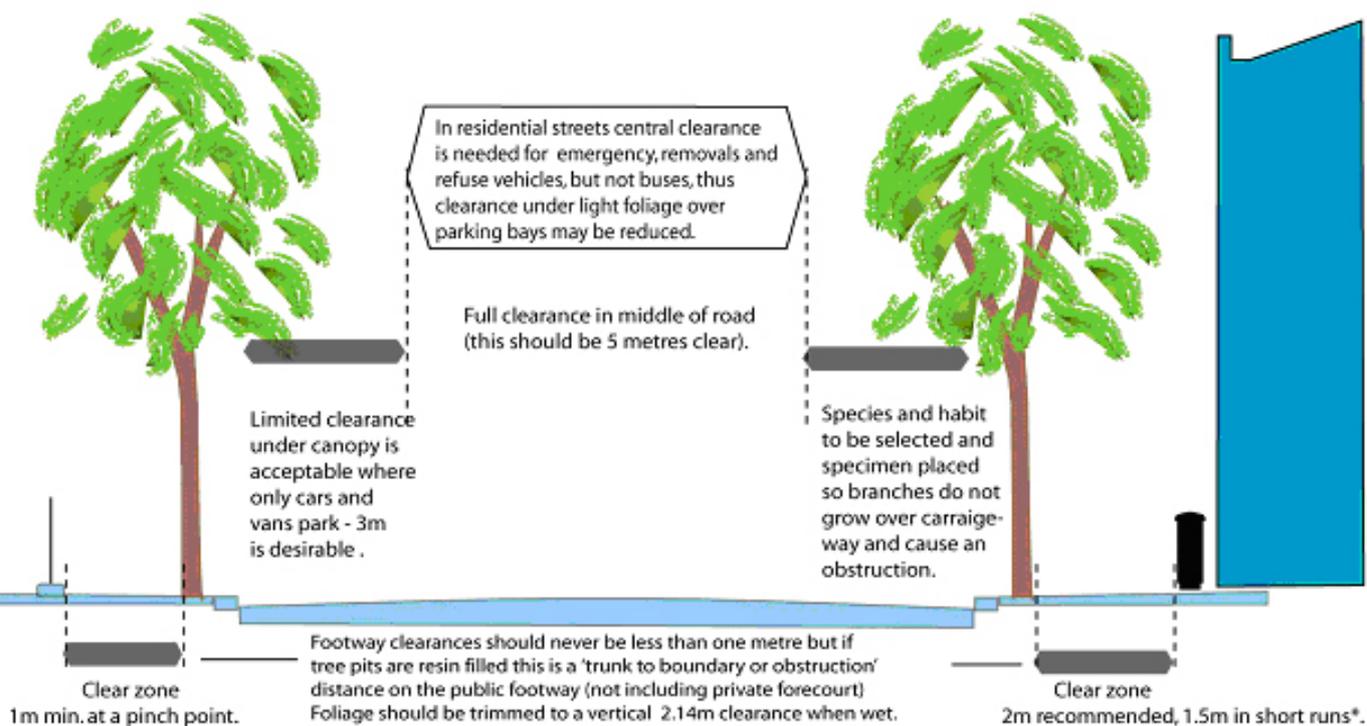


Diagram 2 - Planting clearances in residential streets needed to take into account highway and disability concerns. Opposite: The peaceful garden within the railings at Trevor Square in Knightsbridge. SW7.

seven District Centres that serve the residential districts. There is an understandable desire from some quarters to beautify such commercial areas with hanging baskets and new planting. Whilst these commercial areas are not high crime areas, there is some petty thieving, pick pocketing and other anti social behaviour. Recent technology has allowed small TV cameras to monitor these areas (as well as business and administrative areas) and to record parking and traffic offences. Tree canopies and CCTV surveillance vistas are difficult bedfellows and the tension between the two needs to be understood as it affects tree planting and maintenance. Significant weight needs to be given to community safety and the quality underfoot when considering the use trees to enhance the attractiveness of a shopping environments. In some cases greening should be confined to window boxes and similar displays on the buildings, provided they do not harm the buildings or their appearance. Where ugly flank walls exist, green wall technology can introduce softening foliage without cluttering narrow streets and is encouraged in partnership with the estate or owner.

### Green and sustainable Westminster

136. Cities, by nature, are not self-sustaining organisms. Realistically, the city can strive to be less unsustainable. Techniques for saving water, cleansing the atmosphere, re-using resources or not using valuable resources for frivolous purposes have to be taken into account in any sustainability appraisal of schemes and projects. Future management therefore needs to consider the following aims:

- catch rainwater or re-use slightly tainted water for essential irrigation,
- encourage green roofs and walls in new developments or where appropriate on refurbishment, where the surface is not used for collecting renewable energy.
- minimise water use and maximise rainwater harvesting,
- plant drought tolerant species and use renewable growing media,
- reduce and ideally eliminate bowsering and watering from vehicles (except when securing the establishment of new trees).



## Urban Design Principles

137. The reason for introducing new planting should be understood in its particular urban context. The presence of trees can have a profound positive or negative effect on the appearance, character and function of an area. It is therefore essential that new planting should take into consideration the original or proposed design intention and use of the location.

138. The overall scene is sometimes referred to a 'sense of place' and is meant to encompass all that is seen and felt. Whether planting a single specimen, a group, or an avenue of trees, it is important to consider how they will relate to and affect the surroundings. Trees planting should reflect the history, architecture and tradition of places, and is not appropriate in every Westminster street. They can introduce a discordant note into streets where the character is derived from the repetition of architectural features, for example the regular, symmetrical Georgian and Victorian terraces of the Portman Estate and Pimlico, or where trees were never intended to be part of the street scene such as in the narrow 17th Century street patterns of Soho and Covent Garden. The integrity of these places can be easily and incrementally eroded by the introduction of alien features.

139. The height of any immediately adjacent buildings should be a key consideration. This is particularly important in residential streets where trees that over sail the adjacent houses can not only create anxiety for residents, but also unbalance the overall appearance of the street. Great care and attention to detail has been paid to Westminster's buildings and townscape over many centuries, and trees should complement and generally be subservient to the buildings fronting our streets. A 30 metre tall tree is a large object within the townscape (being similar in height to an eight storey building) with the effect is compounded if planted in groups or avenues. It is important to therefore consider the effect that the size and number of trees, when fully grown, may have on the surrounding townscape.

140. There is much more scope for larger trees in parks and gardens. Furthermore, single specimens at junctions, those in squares, or those planted as part of an avenue may serve a purpose in structuring the space or as a landmark and can therefore grow higher than adjoining roof lines. However in both cases care needs to be given to the amount of daylight to nearby habitable windows, and the size of the space available for healthy growth. In areas of high buildings, carefully selected smaller trees can introduce a more human scale.

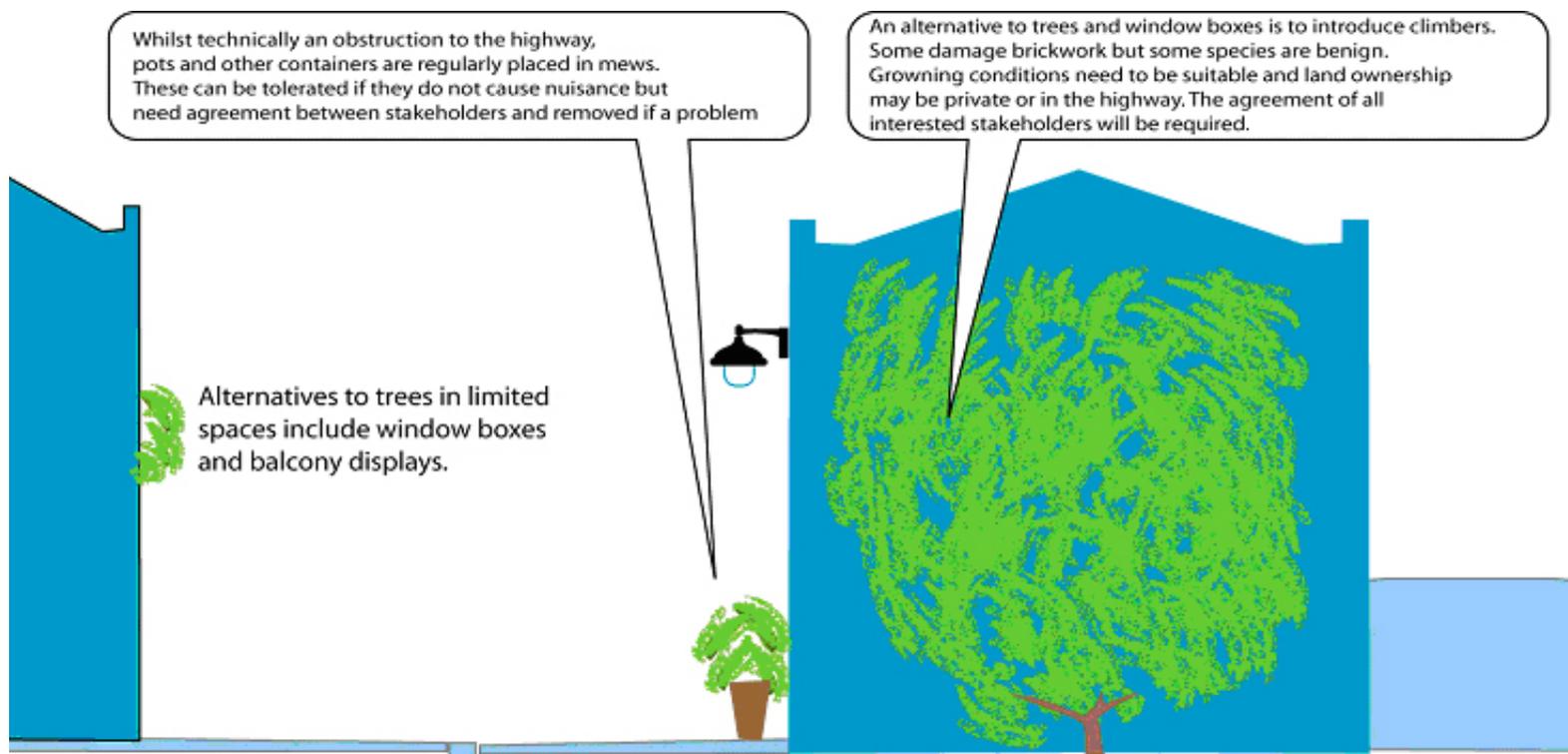


Diagram 3 – Alternative ways of introducing greening.

141. It is also important to plant for the long term. Young trees planted in the street can take about a decade to establish themselves and begin to look as though they belong. Whilst smaller standard specimens are more likely to adapt and succeed than semi-mature plantings, they don't give instant results and can be more prone to damage in the early years. The location will determine the most appropriate option.

### Practical Site Considerations

142. Trees should not be planted where they will obscure traffic signs or sight lines, or where they will cause obstruction to the free movement of vehicles. Therefore the planting of small-growing broad-headed trees on busy routes where lateral branches could come into contact with vehicles should be avoided. Trees planted within close proximity to street lights can create areas of shadow and also cause damage to the lighting due to branch movement and residue deposits. As a consequence, it is recommended that trees should be located a minimum of three metres away from street lights.

143. Footway width should also be considered and depends to a degree on how busy the street is. Although the trunk of a tree can take up little more space than a street lamp column, more of the pavement is dedicated to the tree pit, so avoid planting where pavement width is restricted. It is necessary to ensure that there is sufficient pavement width to allow the unimpeded passage

of those pushing prams and members of the public confined to wheelchairs or mobility scooters. It is recognised that where modern dimensions may not be achievable. Exceptions on some narrower historic streets in Westminster are possible, where pedestrian traffic is low, although an absolute minimum footway width of 1 metre must be maintained.

144. The amenity of residents is important when considering where to plant. Consideration will be given to windows to habitable rooms when planting. Mature trees can cast shadows and block considerable amounts of daylight and sunlight, particularly to windows on lower floors and in basements, lowering the quality of life for its inhabitants.

145. Traditional tree grilles present litter traps and if the root systems lift part of them, then they can also become a trip hazard. The voids in existing grilles can be filled with resin bonded aggregate to minimise the litter problems. Where new pits are created or old pits refurbished in busy areas, the old grille or hoggin will be filled or replaced with porous-resin bound aggregate where appropriate to match or complement the adjacent paving surface and finished flush with it. At their most simple, spaces for trees to grow in paving can be a void left in the paving pattern, in more complex schemes it may be appropriate to use a grille, kerb the pit or trim it with setts or bricks of appropriate dimensions according to the style area and location of the tree. As these can lift and present further issues, pit perimeters should

be vetted through the exceptions protocol and the simple void filled with resin bound aggregate be the norm in busy places, but in less trafficked areas the pit may be filled with self binding aggregates. Hoggin can wash out and leave a trip hazard and is generally to be avoided.

146. Any excavation in Westminster should be planned and carried out with caution and due regard to services. A visual appraisal of the site will usually give an indication of what services may lie beneath the surface. But the absence of above ground apparatus must not be taken as evidence that no services are present. Openings in the pavement for tree pits can also increase the amount of water entering the subsoil beneath the pavement and as a consequence may affect any cellars beneath. Lack of suitable depth of soil (and consequently, services close to the surface) often means that it is not physically possible to plant trees in streets underlain by cellars and expect them to remain healthy.

147. Illumination should only ever be used on exceptional specimens or exceptional locations - as an integral part of a purposeful place-making scheme. It can also cause problems for the trees health, light pollution (contrary to UDP policy ENV10), maintenance, and also raises issues of sustainability in the consumption of electricity for a non-essential purpose. There are some exceptions where the illumination of the trees themselves can be effective in helping to create drama and a sense of place into the evening, for instance when used seasonally (eg. as an alternative to a Christmas tree).

## Species Selection

148. Urban street trees are generally subject to greater stresses than trees than can grow undisturbed. They are subject to higher summer temperatures, are grown in poor disturbed soils that are contaminated with road salt in the winter, have restricted root runs, are subject to mechanical damage to roots, trunks and branches, and if grown in hard surfaces poor supplies of water. All of these factors shorten the trees' normal expected life span, even given some of Westminster's trees are over 150 years old.

149. It is most important that tree species are chosen for their adaptability to the prevailing site

conditions rather than a strict adherence to the current mantra that only native species will do. If a biologically diverse habitat is the design brief then it will be important to provide the appropriate growing conditions. Parks, cemeteries and housing estates are the sites most likely to provide the space and conditions for the creation of native habitat but many parks, open spaces and squares are historic designed landscapes whose national importance is recognised by their being on the English Heritage Register. Similarly, many cemeteries which were laid out in the 19th century were planted with exotic and newly imported species (including many then newly-discovered conifers) and thus represent small arboreta of distinct and important local character. It is important that we plan for the succession of mature urban trees, whether in streets or in parks, squares and open spaces, as well as look for opportunities to plant new ones to enhance the public realm and help mitigate the urban heat island effect. To this end it is vital to ensure that good conservation management planning is in place and, where necessary, to put in place measures to restore existing historic spaces as a public amenity.

150. Selecting the right size of tree for the site and one that relates to the space in which it is to be planted is essential. This is particularly important in residential areas where trees that tower over and dominate adjacent residential property can create excessive shade, and cause people to feel apprehensive. It is less of a problem where the buildings are in commercial use.

151. Trees come in all shapes and sizes and therefore the overall size of the tree be selected to meet the design intentions. The shape of the tree should be considered as well. For ease of categorisation there are four basic tree shapes: round, oval, vase and columnar.

152. It therefore follows that size and shape should be appropriate for the chosen location. Where there is greater abundance of space it is important to understand the function, constraints and opportunities of the place, and choose a tree that is of a size and form that complements it. If appropriate a single large, impressive 'landmark tree' would be preferred.

153. Once a tree of appropriate size and

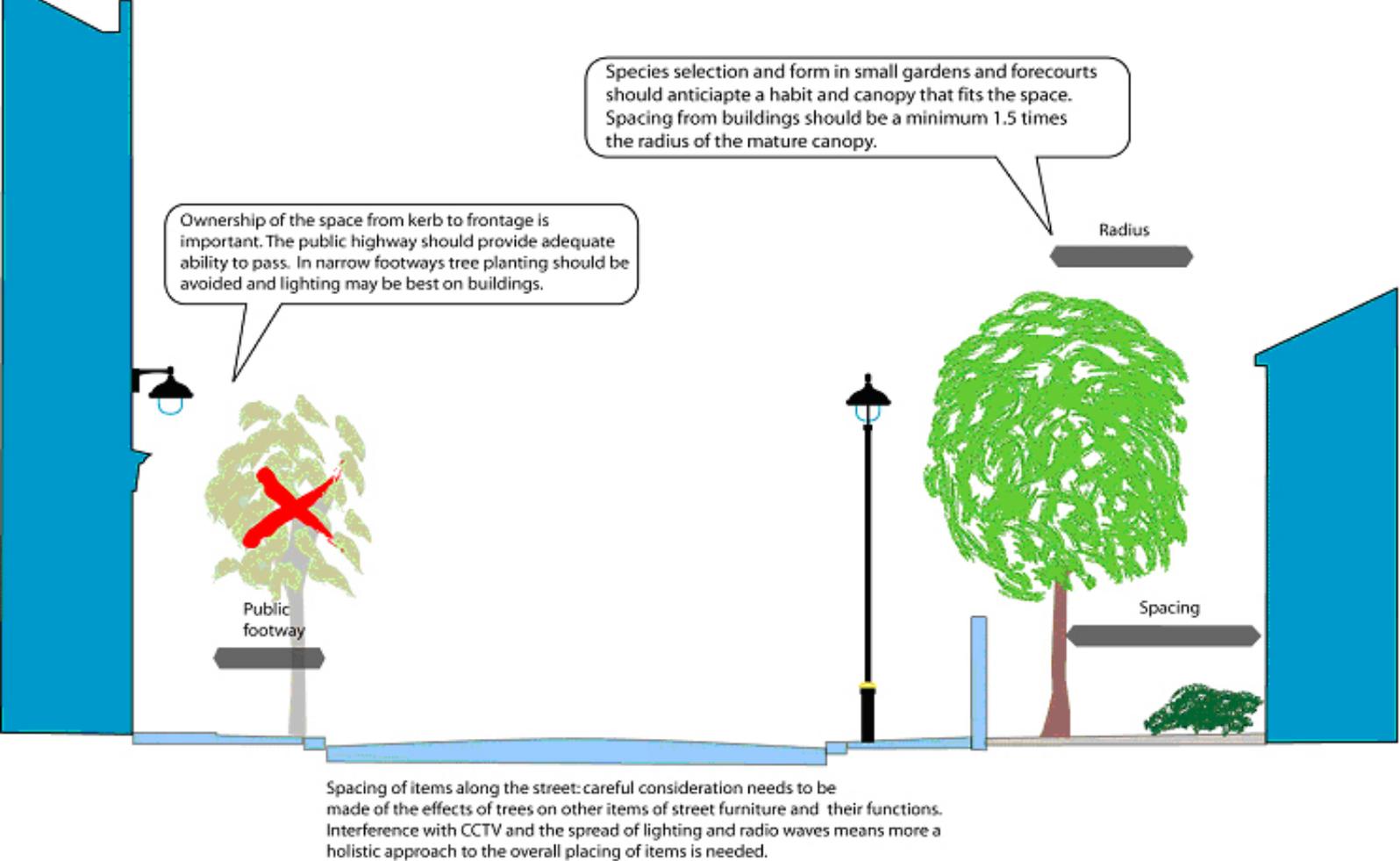


Diagram 4 – Planting in private land is an alternative to awkward street locations.

canopy shape has been selected there are other characteristics needing consideration such as leaf size and shape, flowering and ornamental bark. Perhaps the most important of these is the density of the canopy or the arrangement of the branches. Broad-canopied trees with low spreading branches will create proportionally larger areas of shadow than will a narrow-crowned tree, which can be a positive characteristic in casting shade in the day.

154. Some trees produce also amounts of fruit that would not be tolerable for safety and cleansing reasons if it were allowed to fall onto the public footway. Trees that produce thorns are also not a wise choice for the public footway, for obvious reasons. Consider also the propensity of the species to produce seeds or fruits that can for example be poisonous (yew) or aggravate asthma or eye/throat irritation (Plane tree's hairy seeds) or unpleasant or aggravating smells (female ginkgo).

155. Potential subsidence damage to buildings is also a consideration, albeit not always a foreseeable one, in taking planting decisions within the public realm. Existing guidance from both the arboricultural and insurance industries highlights the increasing incidences of subsidence due to climate change irrespective of the presence of trees. Given the

technical and site-specific nature of the issue please contact council's arboricultural officers for further information.

### Other 'Greening' techniques

156. Creepers and climbers, of types that are not damaging or invasive to structures or surfaces, on sides of modern buildings and in places where this can be employed on mesh or grilles, troughs and window boxes as well as purpose built planting systems on new, eco-friendly structures are alternatives to planting trees or hanging baskets in inappropriate places. As part of new development schemes and in appropriate locations, green roofs can be used to provide green space for building occupants and provide habitat for flora and fauna. To guide the process Map 8 indicates the areas of caution, moderation and promotion for new street tree planting. Opportunities for planting creepers and other greening initiatives will need greater intervention as two or more parties may be involved and the respective rights and duties need to be formalised (for example, creeper grown from an area of footway will cling to a wall of another owner). It also needs to respect historic context and design objectives.

157. The council's parks and open spaces offer

some opportunities for tree planting. In particular increasing the numbers around the edges will increase the sense of enclosure from within the park. It might also help increase the parks presence from the street, although it could harm the outlook of particular residences. Discussions will be held with the Royal Parks, in order to ensure that the numbers of trees on the periphery of their parks are maximised.

158. Although there are now few large sites within Westminster available for comprehensive redevelopment, when schemes do arise, such as in Paddington, Victoria or the Chelsea Barracks site, the potential for trees to contribute to the public realm will be considered at the initial design stage with a view to incorporating trees and new open spaces.

## One Green Westminster Strategic Principles

159. A positive drive to green the less attractive parts of the city and achieve better practice and less conflict with the new technology of CCTV surveillance in shopping areas is desirable. However the right greening in the right place and avoidance of ad-hoc planting because it's a 'nice idea' will involve some difficult choices and some disappointment. The ways to achieve this through this strategy are set out below:

- explore opportunities for planting in the undesignated areas and Arcadian suburban areas, particularly residential areas, and increase plant diversity, if necessary with more drought tolerant species and introduce environmentally sustainable management practices.
- protect all Westminster's open spaces, natural and built heritage features and landscapes for their recreation, health, and quality of life value, and their contribution to the heritage and built and natural environment of the city.
- improve physical access to and between open spaces i.e. address areas of deficiency, maximise public access, safe crossings, Equality Act compliance and more attractive walking routes
- enhance the quality and attractiveness of our squares and open spaces by ensuring that they are interesting, well maintained, renewed where necessary and provide tranquil, clean and safe spaces.
- moderate tree planting to favour gardens, squares or special incident sites in Georgian and Victorian conservation areas
- work with Royal Parks and the large estates and others to encourage planting and planned replanting in their park and garden areas
- encourage new open spaces, green roofs and roof gardens in development proposals and inclusive places for children's play
- ensure that new developments contribute to Westminster's open space network
- increase the amount of wildlife habitat and biodiversity in the city
- where trees are not appropriate, encourage flower and shrub planting in window cill displays rather than in the street with watering from the premises and creeper on undistinguished blind walls.
- require caution in tree planting proposals in 18th century or earlier narrow streets and steer greening initiatives to building based opportunities if the character of the building is not compromised.
- in post-war listed estates seek to conserve the designed landscape regime unless it has become unfit for purpose.
- require particular care over tree planting in CCTV surveyed areas
- plan the replacement of mature trees in the last quarter of their useful lives in phases so they are not all lost at once to maintain principal groups, avenues and boulevards.
- refine the list of preferred species for street trees to best complement the character of the townscape and surrounding building types.
- protect significant trees in private ownership by the appropriate use of Tree Preservation Orders and enforce breaches of control.



# 11 - Lighting Westminster

## Objective

160. The principal objective of this lighting section of the document is to improve the overall experience of the City of Westminster - specifically its streetscapes - during the hours of darkness. It develops the Townscape Management Policy (DES 7 Section B) in the UDP and provides a more sophisticated set of application guidance and extends it to situations managed by the council and its contractors where planning permission is not normally required. This requires the lighting to be examined in a holistic manner, recognising the complexity & diversity of the environment and providing a balance between the following criteria:

- identity
- image & impact
- commercial activity
- safety and security
- sustainability / energy efficiency
- physical condition / state of repair

## Introduction

161. The benefits of a well designed and unified environment in which people can live and work are well established. They include:

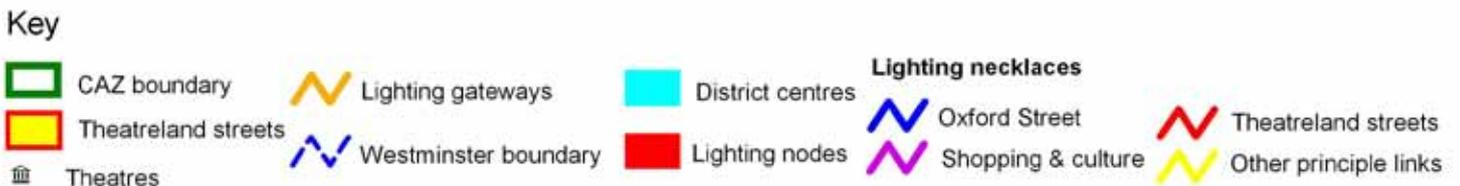
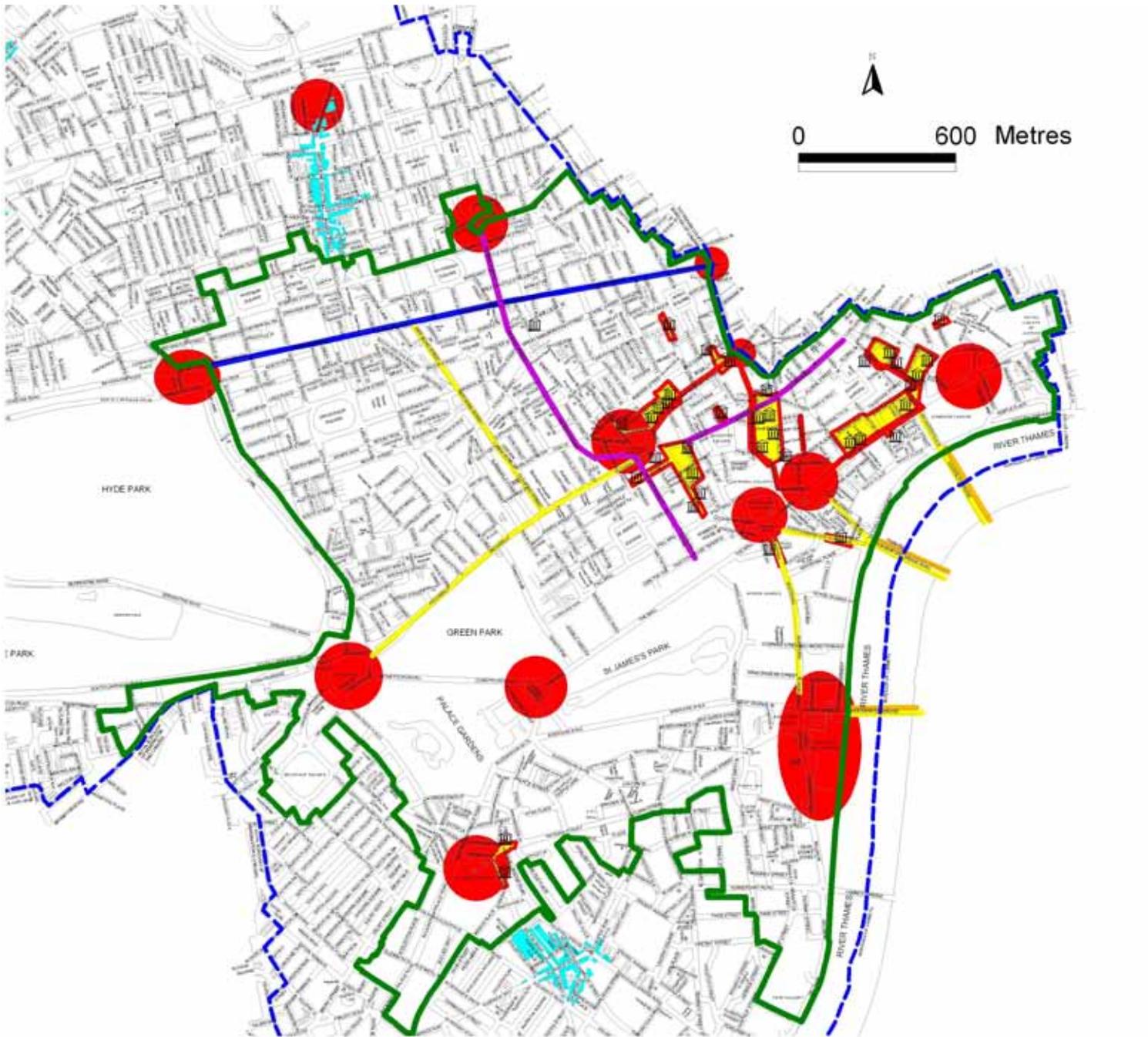
- helping to nurture and develop a sense of pride
- improved safety and crime reduction
- increasing the overall quality of life
- providing a visible catalyst for growth

162. The above criteria are equally important for night-time hours as well as for daytime. It is now understood that lighting plays a critical role in helping to ensure the night-time environment safeguards and delivers against these principal criteria.

163. The city centre cannot function at night without adequate lighting. Too little illumination effectively masks and conceals streets and spaces we take for granted by day. Inadequate lighting prevents and discourages our use and exploration of the city, increasing our sense of unease. Conversely, too much uncontrolled lighting creates visual overload - we literally cannot identify individual aspects within a bewildering sea of competing signage, street lighting, advertising, traffic, etc. This can be confusing and lead to disorientation.

164. An understanding of the creative potential of light - combined with recent developments in light source, luminaire and control gear technologies now allow for a much wider variety of lighting techniques and approaches. The principle of creating a coherently lit nightscape within the city is a fundamental part of the urban design requirements of the Westminster Way, together with the requirement to reduce energy consumption and light pollution, and to increase a sense of safety and security on the streets.

165. Energy reduction is an important objective and remote monitoring systems and new technologies using light emitting diodes (LEDs) offer new opportunities to enliven the city at night with a lower environmental footprint and at reduced cost. Lighting offers a significant opportunity to add drama to the cityscape at night but where public safety allows, light levels should attempt to reflect areas that traditionally would have been less well illuminated and reflect the city's historic character. This may be possible in some parkland areas where less intense light levels would be of benefit to wild life, particularly bats. Experiments in Seven Dials have indicated that modern lamps run with modern control gear with sugar bowl diffractors give a light quality that mixes well with adjacent gas lighting.



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Map 9 - Lighting necklaces, gateways and nodes CAZ and the district centres.

## Identity

166. Light has the power to reveal or conceal buildings, landscape and topographical features, define routes and boundaries and emphasise views. This lighting strategy should build upon and promote the Westminster identity within the central London through a considered hierarchy of projects and features.

## Image & Impact

167. The creative possibilities offered by dynamic lighting including colour, projection and movement are limitless. Lighting spectacle is part of the future life of the city bringing entertainment, excitement, richness and diversity to Westminster. This strategy aims to highlight the possibilities for the creation of permanent or temporary lighting spectacle, yet with awareness of the impact on the night sky and light pollution.

## Commercial Activity

168. One of the primary objectives of the introduction of comprehensively planned lighting in any city is the benefit it can bring in terms of assisting with management of the night time economy. Centres of existing night-time economic activity incorporating restaurants, bars, public houses, night clubs, cinemas, theatres, etc. will expand to meet increased demand for variety of entertainment. This lighting strategy aims to assist in the development of this environment, but in particular will retain the unique nature of Piccadilly Circus as the central feature of the city at night.

## Safety and Security

169. Lighting plays a key role in matters of both safety and security in any city centre at night.

Significant issues include:

- the delivery of minimum basic standards of lighting in public areas
- adequate illumination for safe navigation and avoidance of hazards
- satisfactory lighting for policing and emergency services
- vehicle and pedestrian conflict areas
- vandal resistance

## Sustainability

170. Every lighting scheme will by its very nature consume energy, emit light, require maintenance etc. This lighting chapter will provide outline guidelines on the control and reduction of energy waste and light pollution through the following;

- the use of lower energy light sources
- use of improved optics and lighting design
- the change to the most energy efficient control gear
- the use of remote control and monitoring systems
- eradication of shabby, non standard (utilitarian) units and damaged equipment

## General Principles

171. The City of Westminster can be defined by the following elements which are shown on Map 9:

- principal gateways
- nodes
- character areas
- streets
- spaces
- parks & water
- landmarks & beacons
- vistas
- special events

172. To appreciate the basis of this method of approach it is necessary to understand that we look at the city both functionally and aesthetically.

## Functional

173. Our understanding of a city is largely based on what we see. We navigate our way from street to street and area to area using familiar markers; landmarks, views, routes, signage, etc. It is only when we fail to recognise the pattern of these that we begin to feel lost and disoriented. We rely on our understanding of the topographical and visual make-up of the city to both appreciate and comprehend its geography and character, and we naturally attempt to clarify this understanding through our appreciation and familiarity with the image elements described above.



The Apple Store in Regent Street is part of a boulevard of lit buildings managed by the Crown Estate.

## Aesthetic

174. It is not enough for lighting to be technically compliant. If a lighting scheme is to be memorable it must also be aesthetically appealing. Lighting must stimulate, captivate and inspire. It must appeal to the senses and please the eye. Unlike the day-time view of the city, in which all the various forms and details are seen under natural light, by night each element of the city needs illumination to be appreciated. The hours of darkness provide the opportunity to light only those building and features that we want to see. The lighting can reveal previously overlooked views and details, and allows them to be seen in a fresh aspect.

## Synthesis

175. A successful and memorable lighting scheme is a synthesis of both the functional and aesthetic. It must effectively combine the objectives of the lighting design guidelines (image & impact, commercial activity, safety & security, etc) with the elements of the individual location.

176. This section of the document introduces the critical components of successful street lighting design and provides guidance as to the selection and use of essential street lighting equipment. A more detailed lighting design guide will be developed for the City of Westminster with term contractors to ensure the street lighting is successfully delivered within this strategy.

## Streets

177. Pedestrian and vehicular movement within the City of Westminster needs to be understood and routes need to be treated in different ways, giving clear instructions to pedestrian and vehicle traffic. The lighting strategy will give a clearly defined hierarchy of streets and spaces, each to be reinforced by specific lighting treatments and a hierarchy of lighting levels. It is proposed that principal approach streets be illuminated with the use of a warm white light source kept to a minimum satisfactory illumination level. Internal streets and spaces will be treated with a crisp white light source to highlight pedestrian areas. In addition, each will be enhanced and identified distinctively using a variety of lighting treatments. Variety within each area may be achieved through

application of differing approaches to the selection and design of:

- styles and scale of lighting columns, equipment etc.
- scale of lighting intervention
- colour temperature appearance of the light
- the approach to illumination of architecture and landscape
- support objectives of the urban design and public art strategies

178. Within the city streets broadly fall into the following categories:

- conservation areas
- TLRN (main roads managed by TfL)
- main roads (not managed by TfL)
- processional routes
- normal residential area lighting
- prime sites where enhanced maintenance is common, i.e. Theatreland, Leicester Square, Whitehall, etc.
- principal shopping streets in the Central Activities Zone (CAZ), i.e. Oxford Street, New and Old Bond Street, Regent Street, Coventry Street, Long Acre, Victoria Street, etc.

179. Within the city, seven district centres are identified (outside CAZ) in the UDP and these warrant a degree of special attention. They are places where people shop locally and serve the residential areas. They are:

- Church Street / Edgware Road
- Harrow Road
- Marylebone High Street
- Praed Street / Spring Street / London Street
- Queensway/Westbourne Grove
- St John's Wood High Street/Circus Road
- Warwick Way / Tachbrook Street

180. Each of these categories requires a lighting standard and a physical design solution, which delivers the specific functional requirements (i.e. vehicular only, pedestrian only or mixed use), within a design that responds to the correct aesthetic treatment. These street classifications and district centres are to receive lighting solutions sourced from a luminaire and column matrix derived from



Restored fountains at Marble Arch use the latest colour change LED lighting to add interest.

this strategy. The final scope of work associated with individual projects is to be confirmed at the time of implementation of the project.

181. It is recommended that this general approach be expanded by a further, more detailed lighting strategy at Level 3 to include the rest of Westminster, such that a cohesive hierarchy of streets and spaces be identified and for taking forward as projects or renewal programmes in their own right.

### Application

#### Principal Gateways Landmarks & Beacons

182. The principal gateways into Westminster's West End are defined by highly lit streets and strong landmark buildings. These are:

- Aldwych
- Albert Hall / Memorial and Exhibition Road
- Cambridge Circus (with Camden)
- Houses of Parliament (including Westminster Bridge and Embankment)
- Marble Arch
- St Giles Circus (with Camden)
- the Golden Jubilee Bridges
- Waterloo Bridge
- Wellington Memorial (Hyde Park Corner)

183. Within the city, but not 'entrances' are key landmarks and beacons. These are:

- Admiralty Arch
- Broadcasting House with All Souls, Langham Place
- Buckingham Palace / Queen Victoria Memorial
- Eros, Piccadilly Circus
- Nelson's Column/ National Gallery/ St Martin-in-the-Fields
- Royal Opera House
- Westminster Abbey
- Westminster Cathedral

#### Nodes

184. These are often tube stations, main line rail termini and other traffic interchanges that are key places for orientation and destination.

#### Character Areas, Spaces & Vistas

185. The city has 55 conservation areas generally subtly, but sometimes starkly, different. Within them vistas are defined in Conservation Area Audits. Some long vistas fall on the boundaries of conservation areas - some originating in Roman Roads (for example the Edgware Road) others from ancient roads



Above: a computer generated image of how Oxford Street could look (predating the Diagonals crossing scheme) with innovative lighting spires. Overleaf: Piccadilly Circus.

(Strand / Whitehall / Parliament Street) and some created through redevelopment (Regent Street, Shaftesbury Avenue, Charing Cross Road, Kingsway and Victoria Street)

186. All but the oldest areas (Covent Garden) have green open spaces that are London Squares protected by the London squares Preservation Act 1931. Trafalgar Square and Parliament Square are the exceptions and are managed by the Mayor of London (GLA).

### Parks & Water

187. Generally the largest green areas are the Royal Parks (not managed by the city) and these have the largest water bodies. The Thames and the Regent's / Grand Union Canal have the function of a linear open space but the canal sides are generally not lit and the Victoria Embankment wall has iconic cast iron Sturgeon lanterns and columns with a catenary hung system of small light sources (at present they are tungsten, incandescent lamps). The Mayor has a Blue Ribbon concept for the River Thames and the canals. Not only are such opportunities for development enhanced by the waterside location but walkways and lighting reflecting on the water enhances the experience.

### Streets

188. The highway network in the city ranges from main artery (generally run by TfL) to small alleys and should be extended in definition to include park paths. At the most intimate end of the scale the users are pedestrians only. The city has no definitive map of rights of way. Generally Westminster's streets are mixed use, so the light from the luminaires needs to provide good lighting for traffic and a safe, secure feeling and a good ambience for users on foot. Thus a good vertical element is necessary without compromising the standards for those on the carriageway. This may mean a slightly less than maximum efficiency to achieve this end. Even lighting is often more important than the absolute level if compromise is needed for any particular reason but will be exceptions to be approved by internal review procedures.

189. In the Georgian and Victorian areas in particular streets also border squares. The now superseded lighting strategy from the days of mercury and sodium lighting advocated blue/green light in the leafy areas and warmer orange in the residential areas. This has been swept away with the adoption of white light sources, but



it is considered that a subtle gradation could be reintroduced by warm or neutral white LEDs or modifying white light sources by coating reflectors. The colour temperature modified to a range 2600 - 3100°K could be used in the streets which will set off the warmth of brick and stone structures and modification to give a cooler hue of white light to appear in the 3200 - 4200°K range in the tree'd areas. The rapid development of LED systems with the ability to mix colours will also assist this aim.

### Special Events

190. For visitors, every day in London is a special event, and much of it will be spent around the shopping, cultural and theatre areas of the city. There are, of course, the openings, state visits and other ceremonies around the centre of Monarchy and Government that are televised world wide and attract visitors from all over the planet. Seasonal events and opening nights provide opportunities for projected images as short term artistic interventions that would be unacceptable if over-used on a regular or commercial basis.

191. London will continue to be a world-class

destination for tourists and domestic visitors and its continued maintenance and enhancement is a challenge. Garish lit advertisements and other poorly considered lighting effects and video screens in the street will degrade the city as a destination.

### Linking it together

192. Map 9 plots the gateways, landmarks and beacons as anchor points for the network of roads that comprise the heart of the West End. The main thread of the 'necklace' runs from the main cultural institutions at the BBC and Royal Opera House with linking strands through the principal shopping streets and theatre / cinema and other cultural sites and clusters in the West End.

193. The feeders are the Transport for London Road Network (TLRN) and principal city roads and the other spaces are infilled by the network of residential and mixed use streets where the green oases of squares and some tree'd side streets are differentiated from the more urban streets by the change in colour temperature of the white lighting employed.

194. The seven district centres will be differentiated within the more residential parts by special treatments

of different lighting columns to the surroundings and brighter lighting.

195. Within the matrix of residential and conservation areas historic columns and appropriate technology in refurbished lantern heads will ensure character is conserved. In pockets, gas lighting survives and will be maintained for future generations to experience, supplemented where appropriate with additional units with flexible control. The character of areas as defined by their lighting has already been noted in Map 3.

196. As the 'necklace' streets are of the streets of highest townscape significance, these streets will be the highest priority to receive the hoop type of keep left sign or other low impact solution compliant with Regulations, where these are necessary in place of the standard metal and yellow reflective panel design

### Gas lighting

197. There is a delicate balance to be struck between conserving the remaining gas installations for future generations to enjoy and lighting areas to deter crime and anti-social behaviour. By using remote monitoring technology it is possible to supplement the lighting in gas lit areas by dimmable electric units - possibly wall mounted projector type lamps that will not add extra columns and can be switched off or removed when the gas lit streets are used for filming. This, however, does not address the sustainability issues as gas is relatively expensive, inefficient and is a non-renewable fossil fuel.

198. The proposed strategy is to keep gas lighting where crime levels are low. Various measures using battery operated clocks, pressure regulators and longer life mantles will reduce running costs and efficiency. Where the street activity is higher and of a more commercial nature, consideration will be given to converting some units to electricity, subject to obtaining the appropriate consents, but the lighting units will be changed to burn electricity, but to give the look and feel of gas lighting as far as is possible.

199. The lighting standards, where gas lighting is kept, will always be below the present British Standard, but where change or retention is proposed, the variance from the standard in each instance will be reported so the reasons for and extent of under-lighting the area is noted and understood.

### Strategic Principles

200. Lighting is a key public realm tool and through this strategy the council will:

- use the most efficient light sources
- use improved optics and lighting design
- change to the most energy efficient control gear
- use remote control and monitoring systems where possible i.e. roll-out the use of Smart Lights
- with partners, highlight the principal gateways into Westminster's West End and define key streets by emphasising them together with strong landmark buildings and theatres
- Develop waterside lighting schemes to highlight the blue ribbon or river and canalside developments
- Light the seven district centres distinctively to give them a sense of place
- Develop distinctive lighting character areas through the use of selected lighting units where these are appropriate to the character of the area
- In residential areas to reinstate colour differences within the white light scheme to give cooler colour temperature in green areas and warmer in the streets by tinting reflectors or enclosures as appropriate.
- On 'necklace' streets, processional routes and in townscape compositions of high quality, the keep left signs will be expected to be the hoop type or other non aggressive design that will not detract from the character and appearance of these routes and areas.
- Preserve some historic streets with gas fuelled lighting retained for future generations to experience,
- In general, maintain modern street lighting columns and lanterns (i.e. excluding the historic stock) to a high standard in terms of its physical condition/state of repair and well as in terms of its lighting level and efficiency, with a target of 40 year column life and 20 year equipment life.



Chinese New Year decorations in Gerrard Street, W1.

# 12 – Exceptional projects

## Objective

201. This chapter develops the principles set out in DES 1 of the saved UDP policies and covers situations managed by the council and its contractors where planning permission is not normally required. It is not prescriptive, as the particular circumstances of an exceptional project or problem are not initially known.

202. The designers or commissioners of work on exceptional projects are expected to undertake the same analysis and rules / principles as more common situations, but to get cross discipline sign off, and in high profile situations member endorsement of the principles before proceeding to the next stage.

## Introduction

203. Westminster is a complex place so this strategy has to expect the unexpected. Therefore it has instituted a procedure at officer level to deal with exceptional issues and unusual needs. This strategy deals with the policy development of the UDP in the largely predictable circumstances that are found in the bulk of the public realm in the city. This section takes further the outline set out in Part 1 for those places where the usual specification does not work or a particular requirement has to be met.

## Exceptional projects – definition and approach

204. These have such intense or unusual requirements that the regular palette will not meet the needs of some unique areas. The sites often involve temporary events or ceremonial occasions and as such the council's Special Events Team needs to be closely involved in any specification for proposed change. Covent Garden, The Strand / Aldwych, Leicester Square, Chinatown, Oxford Street, Regent Street, New and Old Bond Street, Piccadilly,

Piccadilly Circus, Victoria, Tottenham Court Road and Paddington are examples where such special needs are present. This strategy therefore anticipates a separate process for the approval of exceptional projects in these special places. Generally the 10 rules of the Westminster Code in Section 4 will apply, but the solutions will be additions to the palette and will only be used in those places.

## Steps in exceptional projects

205. The steps will generally be:

- Prove the need for an exception if necessary by inclusion of survey results of community or functional demand / need or equipment failure and that funding / sponsorship of suitable order is likely for the project.
- Agree the performance brief or concept to guide the project with a cross departmental panel of experienced officers taking access, maintenance, user functions, special events, ceremonial needs, community safety, servicing, transportation and pedestrian loads, conservation and heritage, design quality and public art considerations into account.
- Agree the initial designs and outline costs of the unusual furniture or surface specifications as above;
- Apply Equality Impact Assessment procedure;
- Undertake project appraisal, sustainability check, public consultation and cost check on detailed design before progressing to working drawings (as outlined above for all projects as advocated by the Manual for Streets).
- Further review and check that agreed criteria are met before contract let.
- Monitor implementation and record the exceptional components.



Restored fountains at Tyburn Way, Marble Arch, W1.

## Coordination mechanism – an Officer Review Group

206. The mechanism for approval and co-ordinating spending is a multidisciplinary group of officers that may form temporary or ad-hoc project or topic teams, and when appropriate include consultants and contractors. The group will operate a peer review of projects to anticipate problems from their experience and perspective. The group may appoint sub-groups to deal with specialist issues and monitor new products or improve specifications, programmes and details. The group will be available to partners and developers to foster scheme or product development and problem avoidance in the private sector when public realm is proposed on private land.

207. The Officer Review Group does not have executive powers however it is expected to act as the checking and co-ordinating mechanism for all the project stages noted above. If the Group identifies procedural problems or difficulties with established practice or procedure, then the matter will be referred for reference to a meeting of Strategic Directors and Commissioners or Cabinet Members as necessary that oversee public realm issues. Westminster has operated such a group for almost 20 years, and in preparation for the 2004 draft of Westminster Way, the consultants found no better mechanism in their case studies for bringing expertise to bear on project inception and monitoring. It is also endorsed as an ideal in Manual for Streets.

208. All project reports seeking delegated Action from a Strategic Director, Delivery Unit Head or Cabinet Member are expected to contain a reference to the Officer Review Group and will not be cleared for submission without either a dispensation that all details are in accordance with the principles of this document and its core values and principles, and that this has been agreed at a Key Stage Review of the project with three members of the Officer Review Group present, or that differences or departures have been referred to the Officer Review Group and the minute agreeing the difference or departure must be included in the Report.

## Strategic Principles

209. Quality paving and removal of barriers to movement through unnecessary changes of level are two key elements in delivering a renewed and accessible public realm. This will be achieved through this strategy by:

- Westminster's public realm will be finished to an agreed standard using a palette of materials that look good, with a cost appropriate to the location, can be maintained and do not add to stock control problems.
- Being flexible in circumstances where the general range of techniques are not fit-for-purpose, but using regular reviews at the key work stages to ensure the alternatives proposed are appropriate and fit-for-purpose.
- To use the highest quality (and justify the higher cost) materials in areas of high townscape quality, high visitor impact and where there are concentrations of the highest grade listed buildings.
- Reducing the coursing module in smaller scale streets,
- Using granite where the wear and character of the area require it for the footway or carriageway with sub structures to cope with the extreme wear and abuse experienced in Westminster's busiest locations.



An elegant memorial in a world class setting, undermined by the inappropriate siting and visual clutter of a street trading pitch at the junction of Bridge Street, Victoria Embankment and Westminster Bridge, SW1.

# 13 – Reducing Street Clutter

## Objective

210. Minimalism in the streetscape is not only more environmentally responsible by reducing use of materials; it is also neater and produces a more elegant townscape. Everything needs to earn its place in the street. Equipment should only occupy a place in the street if it has an unavoidable and/or desirable function for the greater public good; otherwise it is clutter. It must be carefully placed and its details engineered to avoid obstructions and not create problems for people with mobility impairments. Consideration must be given to the needs of those with sensory / learning impairments and allow for effective maintenance and cleansing.

## Introduction

211. Westminster's streets have many demands put upon them and the city has a duty to make them serve the needs of the city, its people and its visitors. To this end 'less is more' and a minimalist approach using high quality and durable components will be adopted.

212. Circumstances change over time and some traditional features, such as mews entrances and bellmouths to courtyards, now present access problems. It is possible to amend old details so their character is not lost and different levels between pedestrian footway and carriageway be altered to make a continuous surface for children in prams and people with impairments to easily negotiate. A key objective of this section is to maintain character and interest in conservation areas yet amend the design and placement of equipment, as well as the detailed design of features, to make Westminster as inclusive as an historic city can be.

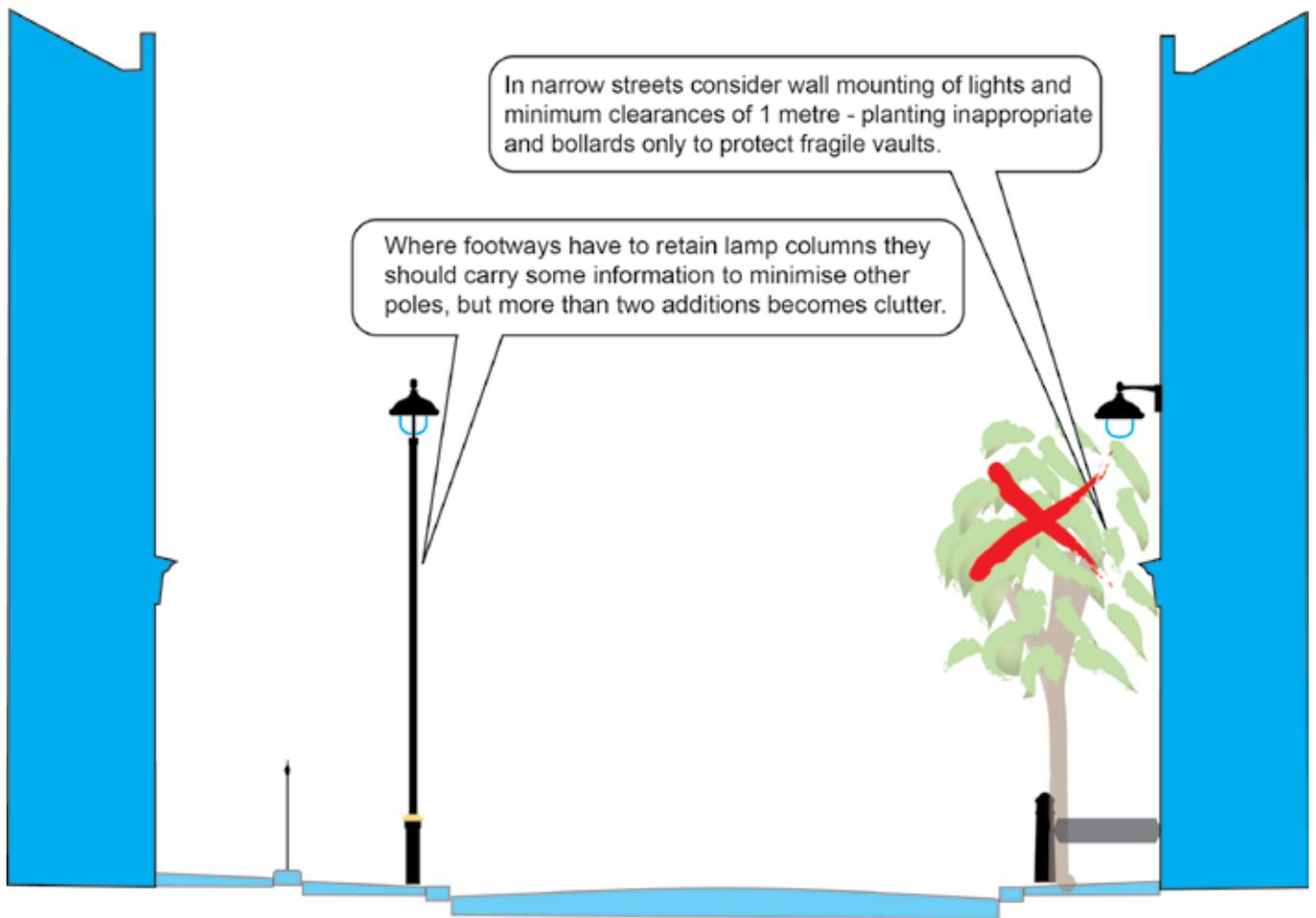
213. In some circumstances, standard products do not meet the needs of Westminster's hard

working streets and there is a challenge for providers and industrial designers to innovate and deliver new equipment to meet the challenges found in Westminster's streets. The key principle is in the expectation for co-location in Rule 4 in Westminster Code (Clutter Free). This means that instead of having individual items in the street with one or two functions, the bigger items are re-designed to be multifunctional and some (particularly electrical equipment) housed in lighting columns, or incorporated into structures or in waterproof underground units. To develop the point the following paragraphs expand this principle.

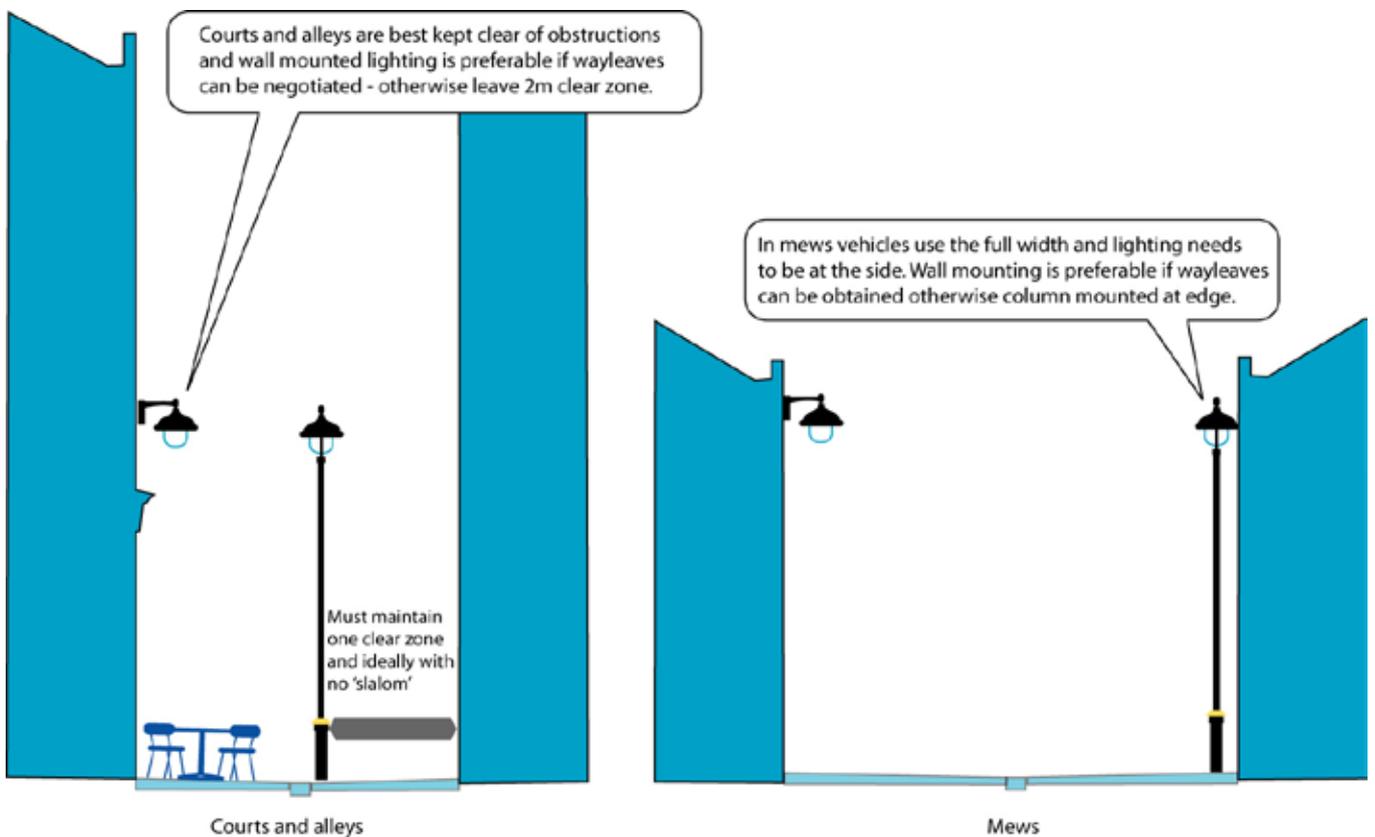
214. Bus shelters are provided by companies in contractual arrangements with Transport for London. Using the principle of making already large structures contain several functions, including vending opportunities, the manufacturers will be encouraged to combine functions in new concepts into well designed, neat structures, provided the width of the obstruction together with the space needed to use the additional facilities does not impede the 'river of people' using the street.

215. There is a challenge to designers and providers of street equipment to devise new installations that can provide multiple functions in one larger, good looking item, that could be small footway shops (as kiosks) or bigger structures with more than one outlet in a paved area to avoid the clutter of disparate functions instead of a scatter of single/dual function pieces of street furniture. These could alternatively be lavatories, information points or recycling centres instead of the bus shelter example noted above. They could incorporate:

- passenger / wayfinding / shopping information by poster, touch or announcement screens
- telephone / telecommunications equipment for nearby antennae



Above: diagram 5 showing typical placement regimes in a narrow street.  
 Below: diagram 6 showing typical placement regime in a mews or alley.



- control equipment for traffic signals or CCTV
- storage for street sweepers' supplies
- external seats (for perching or sitting attached to the outside of these structures)
- WC compartments for public transport staff (or operators where these are catering types)
- cash or exchange machines (in areas with no service from bank ATMs)

216. Saved UDP policies generally prohibit advertisements on street furniture, and this will be carried forward into the City Management Plan policies in the interests of protecting visual amenity and Conservation Area character.

217. Consents have been and can be given in exceptional circumstances for small memorial plaques on street seats and a tiny acknowledgement to a sponsor or manufacturer is sometimes present, but this should be low key and confined to no more than 1% of the elevational area of the object concerned.

218. Banners on street lighting columns and festive decorations can add to a sense of occasion when used with care and restraint. The proportion of the year when these may be displayed will vary with the nature of the location, but if present permanently or for more than a small proportion of the year, they will become commonplace street clutter, lose their impact and damage visual amenity on a long-term basis.

### Visual clutter associated with the carriageway

219. The carriageway is the principal place for vehicles and in most cases it will remain black asphalt that can take markings and skid resistant material that should preferably be black. Granite setts are a humanising alternative if laid to a specification that minimises maintenance issues, tyre noise and problems for people with mobility problems, but it should not be coated and markings easily come off. The addition of buff skid resistant surfacing is tolerated at crossings and signalised junctions but other colour coatings and more than the minimum necessary markings are discouraged. Parking on the carriageways or in bays beside traffic lanes attracts additional signing and marking. Standard application of British guidance makes an unpleasant intrusion if carried to excess. Continental practice

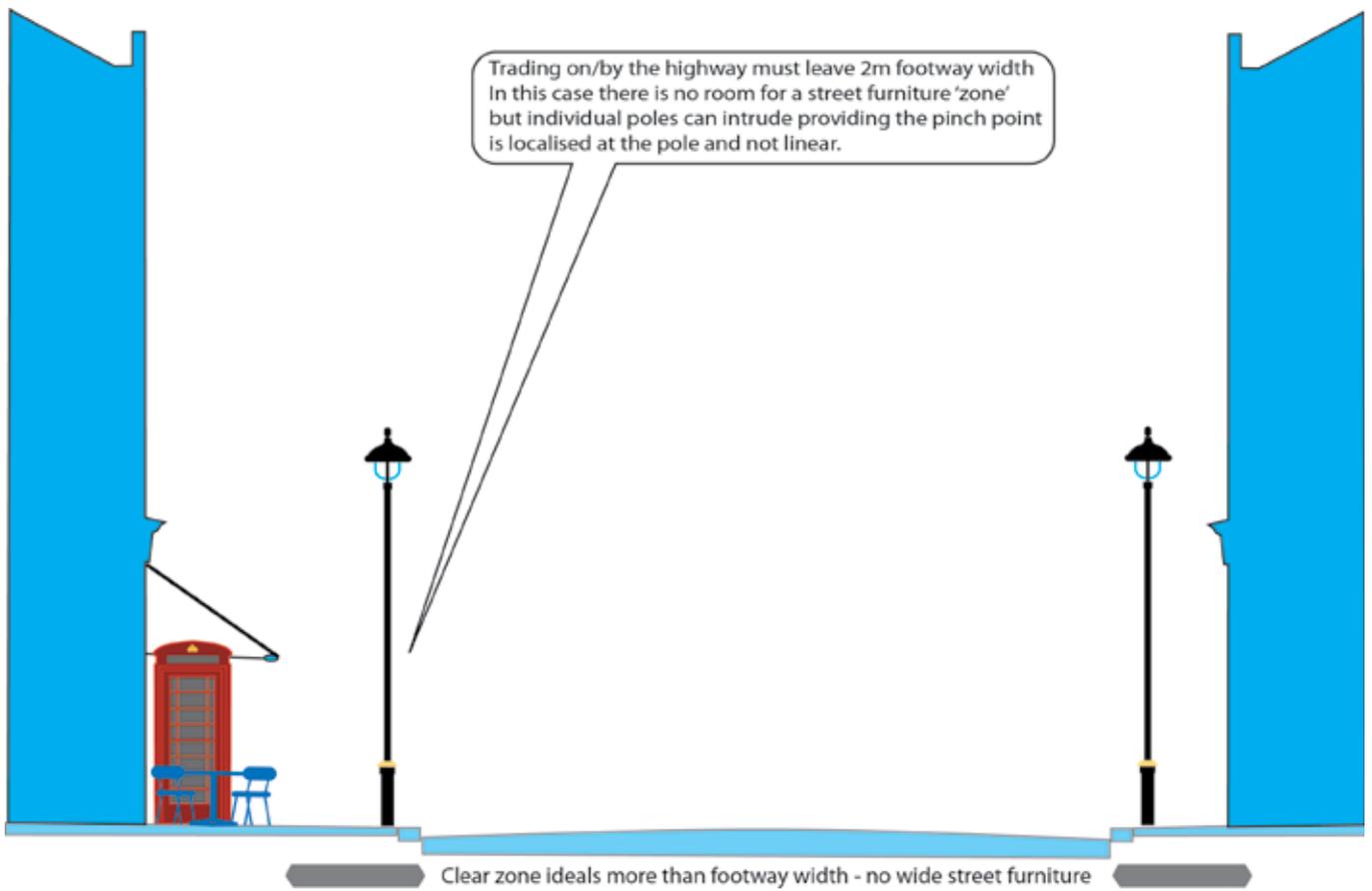
and the interpretation of guidance for historic areas and pedestrian zones can reduce this clutter. It may be necessary to press for wider authorisation of continental techniques in England through a traffic signs review to reduce the impact of signs and markings in the city and to cease to use lit signs and rely on reflective materials to be more sustainable.

220. Control equipment and traffic signs should be kept to the minimum to give direction and the temptation resisted to add an extra sign 'just in case'. Westminster City Council as a body corporate requires the minimum installation of markings and other street furniture, particularly signs and guard railing.

221. Kerb space for delivery is part of the carriageway function and sufficient to keep businesses functioning must remain, even if managed to a time slot early in the day. Servicing within a site is desirable on redevelopment and full use of existing off street parking is to be encouraged to free up the public realm of the clutter of parked vehicles. In specific places some delivery and parking may be permissible in a half on/ half off service pad or in a complete delivery or service pad created in what can function as footway when no deliveries are taking place. Traditional definitions are being blurred by such innovative design solutions, but for enforcement purposes such pads are part of the carriageway (as if they were a lay-by). The benefits of making them appear to be, and function as part of, the footway has benefits by increasing the space for pedestrians when no vehicle is present.

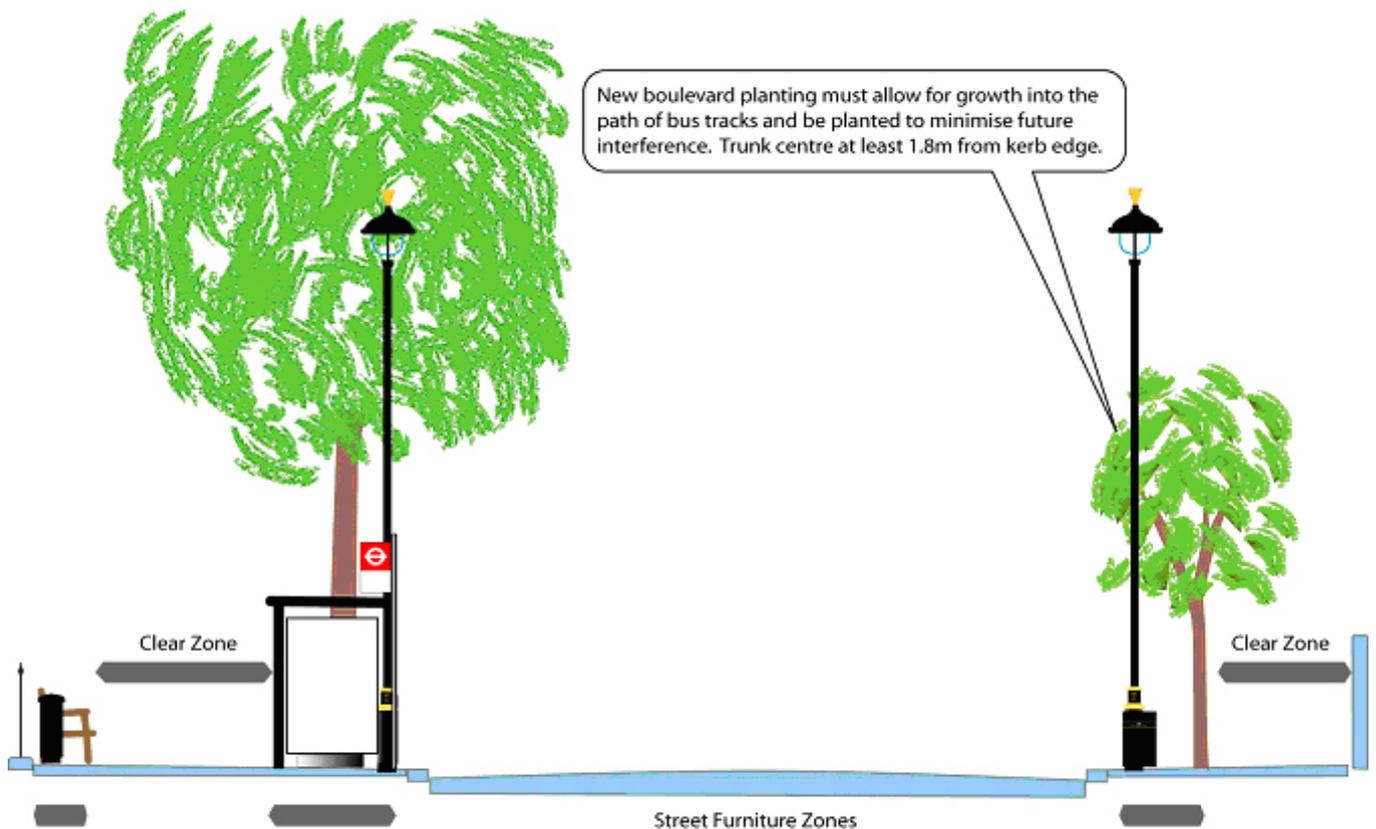
### Clutter on the footway

222. The main function of the footway is to get pedestrians about the city and most journeys begin and end with a walking segment. Because of the way the city has evolved it is not always easy to negotiate, but the complexity of the city adds to the experience and exploring unexpected places can add to the delight of the place. The Legible London system (launched as a prototype in the Bond Street area in November 2007 and developed in three more pilot areas) is now the preferred system for assisting the navigation for walkers and needs to be rolled out with new developments and area initiatives. Clutter



Above: diagram 7 showing typical placement regime in wider street.

Below: diagram 8 showing typical placement regime in a boulevard and bus route.





A quality scheme in Charing Cross Road WC2 on the approach to Trafalgar Square; challenges remain to get neater signals and combined with street lighting columns where possible.

reduction by removing old signs the Legible London system makes redundant is an important adjunct to the roll-out.

223. Clarity and continuity of the network for a wheelchair user, with assistance to all to explain how to navigate, with a complete set of street nameplates to confirm one's location is a key requirement and any omissions and broken links need to be corrected.

224. Clarity will be assisted by the careful placement of all other equipment. Key maps and orientation systems are best placed in stations and on bus and taxi structures. Some reinforcement at key locations is often necessary, but with more digital solutions in the offing, the need to clutter the street with physical signs could and should be reduced.

225. Pedestrian flows were first understood

and predicted in the confined spaces of station concourses, passageways stairs and underground tunnels through the work of Dr J J Fruin. In London TfL have developed this into Pedestrian Comfort Guidance and this methodology is better fitted for use in predicting the space needed for footway flows in the streets if they are approaching dangerous levels where pedestrians might be migrating into the carriageway. Obstructions may have to be removed if flows are predicted to increase through infrastructure improvements or change that occurs as a result of redevelopment. There may be a need to provide more footway width or recover width for the time being given over to cycle parking or commercial uses. Whilst a desirable clear footway width is 2 metres (to allow two wheelchairs or a pram and wheelchair to pass) this may need to be greater where flows

converge on busy destinations, particularly at peak times. In the holistic management of the street environment the space required for people should come first with other obstructions, where permissible, placed to minimise the intrusion into that space. In some cases all obstructions may need to be removed. Pedestrian Comfort Guidance and software called Legion is endorsed for use in London by TfL and will, where necessary, be used to aim for Comfort Level B+ (or better) that widths can accommodate flows and will not cause congestion to the point that people migrate into the carriageway (see pp 90 - 91).

### Placing of objects (including temporary obstructions).

226. The following section sets out the general principles for placing objects in the street. Reference to the following summaries at the back of this document should be followed. They are:

- Appendix 1 sets out general advice on how specific items should be placed
- Decision Network for Obstructions (Appendix 2) as to whether something has a place in the street;
- Diagrams 5 - 8 show typical situations found in Westminster and show graphically how features and equipment should be laid out.

### Items at the back of the footway

227. Ideally the back edge of the footway should be kept clear of all obstructions as long cane users can use this for reference and navigation. Historically some telecommunications boxes and cable connection cabinets have been placed here as the 'least bad place'. Generally further clutter here will be discouraged, but slim equipment in such places may be tolerable by exception.

228. Because of the overhang of vehicle bumpers when parking or manoeuvring, there is a general embargo on any objects closer than 450 mm from the kerb face so they are not routinely damaged. Most equipment is then placed from this position in the kerbside strip of the footway, when the footway is wide enough to take additional equipment. Street lamps, parking management machines and poles have traditionally taken this position in the narrower streets. (see Diagrams 5 - 8 for typical situations

and the expectations for grouping equipment and maintaining pedestrian clear zones)

229. Increasingly parking can be paid for by phone or by ticket from one machine that serves a run of parking bays. Street lamps can be fixed to walls with the appropriate wayleaves as can waiting and loading information. Generally the lamp post will be the last object to go when a street is de cluttered, but all the other obstructions should be subject to strict assessment to see if the obstruction is necessary or could be done another way (signs etc. on walls or railings nearby, for example). Signs should be unlit (or use renewable energy and low current light sources). When street lighting is wall mounted or the last vertical element in the street, signage and information has to be re-thought. Co-location of a waiting or delivery times plate on an unlisted lamp column (to save having a separate pole) is good rationalisation, two neat plates back to back is also good co-location, and one plate with two sets of information up to 300 mm high and 150 mm wide has been found to be good practice and tolerably neat. More accretions starts to look unsightly. Two additions to a post is the maximum desirable.

230. WiFi has added useful but ungainly additions to unlisted lighting columns and has, wherever possible been located on traffic signs and posts that have less intrinsic interest. Signs over to 300 mm high, or more than two fittings / notices must go through the exceptions procedures.

231. Plates giving delivery and parking times could be fixed to walls or railings but sometimes a short post at the back of the footway is an alternative, but less neat, solution. In areas of high demand and high townscape quality innovative ways of presenting information will have to be devised in conjunction with other information and wayfinding initiatives. In all cases the need must be challenged using the decision network for street obstructions in Appendix 2.

232. Where streets have footways less than the recommended width in Manual for Streets (2 m) there should be no significant obstructions, isolated poles or columns creating a pinch point of no more than 300mm in length, leaving a passage of 1.2 m maybe acceptable and 1 m a bare minimum. There should be no extended length of narrowing to public footway hemmed

in with obstructions. Short lengths of narrowed footway at 1.5 m are acceptable in national mobility guidance although the acceptable length at 6 m is considered too much in busy city streets and 3 m is a preferable length to negotiate.

233. Slightly wider streets may accommodate telephone / internet kiosks, litter bins / recycling collectors, bus shelters and street trees (where appropriate to the architecture and townscape character), providing the pedestrian clear zone can cope with the pedestrian numbers at peak times. Mobility guidance suggests a minimum width of 3 m at bus stops and 4.5 m by shops. Generally bollards are unwelcome, unless they protect fragile vaults or are necessary for security or to prevent unwanted vehicle access into openings. To prevent parking on footways an adequate kerb face of at least 100 mm should be present but backed up by enforcement. This is preferable to a line of bollards that are an impediment to people with impairments and visually intrusive.

234. Trees must be planted to allow for growth when placed in the street and this is particularly important where they will grow away from buildings and spread over the bus track on bus routes. Smaller trees in more domestic scaled streets can be closer to the kerb but should be selected with a more vertical habit and placed to clear a high sided removal van or similar. Large trees should be placed in footways at least 5 m wide and be at the back of footway or in the street furniture zone near the kerb, never in the pedestrian clear zone. Forest size trees may achieve trunk diameters of about a metre so for the purposes of calculation a pit size of 1200 mm square is assumed with the trunk planted centrally. The pit should start a 600 mm slab plus a 750 mm slab (total 1350 mm) from the inside edge of the kerb or 1650 mm from the kerb face. With the pit and this spacing the inside edge of the pit will be 2850 mm from the kerb face. Add the 2 metres clearance for the pedestrian passage and one is just short of the 5 metres guidance for such a tree or run of trees, but a pedestrian flow analysis on approaches to destinations may require more width (or no obstruction).

235. Phone boxes – these can become the focus of anti-social behaviour, with littering, cards advertising

services and fouling. The advent of the mobile phone has rendered many redundant and a reduction in numbers can be expected, but the retention and possible re-use of the listed red phone boxes and a basic provision for public service needs is encouraged by Government guidance but in the city it must not damage the character of conservation or shopping areas with more advertising in the street.

### Strategic Principles

236. The following points are the key issues in selection and placement:

- The function of every item of furniture or obstruction needs rigorous challenge;
- Bigger pieces of equipment will need to be more multifunctional to absorb the functions of isolated pieces of furniture;
- The use of existing posts or street furniture should always be explored wherever new signage is justified – but only up to a sensible maximum of 2 or 3 signs per post
- Signage in any street should generally be of a consistent layout, size and height for convenient reading.
- Former decisions need to be challenged to see if the presence of any item in the street is still valid;
- Advertising on street furniture will be resisted;
- The design and supply industries may need to be challenged to provide innovative solutions to answer problems found in a world city;
- The needs of the pedestrian, particularly those with impairments, is paramount, with the maintenance of adequate clear zones;
- Regulations need to be interpreted to encourage schemes that are minimalist in their use of signage, electricity and markings;
- The less there is in the street, the more elegant the street will be and the less there is to obtain and maintain. Resources should be allocated to robust materials and support structures to give the longest life possible; and
- Vigilance is required to ensure small objectives do not clutter the bigger picture.
- Promote use of wall or railing-mounted traffic signs and plates via wayleaves where appropriate.



# 14 - Commerce on the street

## Objective

237. There needs to be greater emphasis on walking and accommodating more pedestrians on the streets. Near Paddington and Oxford Street this will come from the introduction of the projected Crossrail line expected to open in 2017 and there is a general trend to encourage more walking in the city as well as more use of cycling as a mode of transport. Major transport projects such as Crossrail and public realm projects across the city will all lead to further pressure on the public realm with significant increases in pedestrian activity. This chapter develops policies for 'markets', stalls and semi permanent paved area shops in Policies SS13 & 16 of the saved policies from the UDP. It sets out management principles that together provide a strategy for licensing and managing commercial activities on or by the highway.

## Introduction

238. Westminster has no charter markets. Trading on the street, either as groups of stalls that appear to be like other markets in closed streets, farmers' markets on particular days or traders selling from isolated pitches and from park railings all can add vitality and colour to the street scene. Market style groups are self-contained in places where provision is made to remove general traffic during trading hours. Pitches for isolated traders have to be considered with all the other pressures on the street and considerations of safety for highway users. For the purposes of this guidance the larger groups of stalls will be referred to as 'markets', a few traders together as 'hubs', two activities in one structure 'clusters' and an individual trader as a 'solus' site. Al-fresco eating has also shown benefits in the use of Leicester Square and is an activity wanted in many places in the city. The principal use of the street is movement

with a secondary social element of interaction between people. Commercial activities therefore have to be regarded as an occasionally allowable privilege and carefully managed so they do not get in the way of the main purpose of the footway in particular and the highway in general.

## Duties

239. The council has a number of duties to discharge in the street under a range of planning, highways and licensing legislation. The principal duty is to allow pedestrians to pass and re-pass along the street and there was a duty added by the Disability Discrimination Act 2005 (reinforced by Equality Act 2010) to ensure people with disabilities have the same access as able-bodied people. This creates a duty to revisit old decisions if they prevent a person with impairments getting about. To do nothing is as unacceptable as undertaking a project that discriminates against such people. Access for all is a principle in Part 1.

240. Pedestrian clear zones must be left at appropriate widths (see para 248) for the people using that section of street at the times of the day and year when there is peak footway demand. This means that there is no room for obstructions in the pedestrian clear zone and the permanent placement of essential equipment has been dealt with in an earlier chapter – everything in the street therefore needs to have earned its place, or its right to retain its place and moveable features should not get in the way of people walking.

241. At peak times people move like fluid or sand flowing. The concept of "rivers of people" is appropriate in places with busy footways or intense pedestrian activity. Keeping the "rivers" free-flowing is an important duty in managing the highway network.

242. Under the legislation in respect of managing



Market development and regeneration: Tachbrook Street has market style trading and has been re-equipped with umbrella type stalls, renewed power supplies and new management.

conservation areas, there is a duty to conserve (that is sustain and where appropriate, enhance) the character of the area. Therefore it is the council's duty not to allow anything that detracts from the conservation area or its character. In addition, in exercising planning functions, the Acts require the council to 'have special regard to the desirability of preserving the setting' of all listed buildings.

## Legislation

243. The primary and overriding legislation is the law controlling the highway. The Highways Act 1980 is therefore the principal legislation for managing the street. It contains absolute powers to assert the right of the public to pass and repass over any part of the highway. There is also a legal convention that

(in terms of the Highways Act only) once a highway, always a highway, unless stopped up. Licensing legislation controls what is sold and who sells it and from what sort of stall (receptacle). Planning legislation has to take into account the appearance and potential amenity impact of anything that requires planning permission including any change of land use. Normally, if a permanent planning permission is granted and implemented for a change of use, permission would be required for it to return its previous use, should the new use cease. However, in the case of uses on the highway that will only take place for part of each 24 hours, such as tables and chairs, the permission is effectively for a mixed highway and additional commercial use of that area. If a temporary (limited period) permission is granted, the use will expire. If a permanent permission is given, for the additional use and in respect of retail kiosks that remain in place 24 hours a day, this is required, the highway use is not extinguished and the land reverts to being a highway without permission when the additional permitted use is abandoned or for highway management reasons is required once more for a highway function. Government advice states that temporary planning permissions should not be given repeatedly, however the council considers that this advice was given in respect of premises and did not take account of the special issues raised by additional uses on the highway. Therefore it will continue the practice of giving temporary planning permissions, so that the highway conditions can be re-assessed at every lapse of planning permission for an additional use. A permanent change of use for something that would be in place 24 hours a day would require parallel action to stop up the highway. This is not an acceptable state of affairs in the ordinary street scene and will not be undertaken for small retail sites - only time limited permissions will be granted where the structure is acceptable.

244. Under present licensing legislation a commercial organisation can only have a six-month, temporary licence to trade on the highway and planning permission is often granted to align with this period or multiples of it. Legislation currently being considered may allow the licence period to run for three years. If this Bill becomes law, the council will need to review the period given for time limited planning permissions and decide whether

or not it is expedient to alter the normal period of temporary permissions to match.

## Legacies

245. There are a number of instances where the principles set out above are compromised by existing licenses and permissions, and as noted above the council now has an even greater duty to ensure that the ability of people with impairments to get about the city is not compromised. This means that existing permissions and licenses will need to be reviewed carefully when they come up for renewal. This is particularly important where the commercial activity causes an obstruction. When permitted under former guidance and is NOT a problem, the old standard (1.8m) can be tolerated. Whilst the worst cases are clearly the most important to correct where they cause a problem, a line has to be drawn under cases that could be cited as precedents based on former practice. New proposals should generally adhere to the principles in this section. During the period of transition and correction, which may take a number of years, it is likely that comparisons will be made to old examples. These will not be allowed to justify further unacceptable practice.

## Maintaining standards for pedestrian mobility

246. There is national guidance in “Manual for Streets” that expects that the minimum clear way for pedestrians (the clear stream for the “river of people”) should be 2 m. This allows a pram and a wheelchair to pass. This standard replaces the former width of 6 feet or 1.8 m. For the avoidance of doubt this should be a pedestrian clear zone (that is clear footway width) inside any street furniture by the kerb, or objects at the back of the footway **and the space needed to use seats and other furniture**. See paragraph 232 for general considerations of width and constrictions in footways. Where footways and pedestrian areas have been enlarged to give more room for people, there is a presumption against allowing new obstructions that take the footway back to or near its former width. Some parts of the city have footways that are intensely used, usually in the circumstance of an approach to a station or

interchange where the last links in particular need to only contain the absolute bare minimum of obstructions in order to keep the maximum area of footway clear for people to converge on or leave the entrance / exit. Another consideration is where vistas in key boulevards and squares need to remain clutter free in order to preserve or enhance historic character. Some parts of the city are of particular concern because they have narrow footways and / or intense activity or are streets giving access to key destinations or the stations and interchanges noted above. Here the width remaining (and peak time flows to be accommodated) are considerations that must be part of the design, access and heritage statement that must accompany any planning or licensing application. Access in this context means access to the site or equipment as well as access to pass by it. The applicant is expected to provide timed and dated evidence from pedestrian counting devices if the proposed constriction is in a critical area or important pedestrian axis. The timing of the survey, prediction or assessment must be endorsed as the peak usage time. The city needs standards for busier streets and it is appropriate to align standards with the TfL Pedestrian Comfort Guidance (PCG). TfL and the Royal Borough of Kensington and Chelsea flanking Westminster’s western boundary have aligned their practices for several years. Pedestrian Comfort Guidance is complex to use and needs research programmed at the right time of year and day to predict widths needed to accommodate peaks,

247. Desire lines – where routes come together at awkward corners and through other spaces of unusual geometry, then the “rivers” noted above come into confluence or they bifurcate. These need to be mapped and plotted, possibly using time-lapse CCTV, to establish where the “riverbanks” are located and the ‘service levels’ that result. Structures and temporary blockages such as charity collectors, those giving away samples or publications may be acceptable in areas not used by the “rivers of people”. No formal permission can be given for such activities but they can be managed by on-street staff with powers of enforcement.



A+ < 3ppmm  
< 3% Restricted Movement



A 3 to 5 ppmm  
13% Restricted Movement



A- 6 to 8 ppmm  
22% Restricted Movement

The pedestrian environment is very comfortable at PCL A+ to A- with plenty of space for people to walk at the speed and the route that they choose.



B+ 9 to 11ppmm  
31% Restricted Movement



B 12 to 14ppmm  
41% Restricted Movement



B- 15 to 17 ppmm  
50% Restricted Movement

**PCL B+ is the recommended level of comfort for all area types.** This level provides enough space for normal walking speed and some choice in routes taken.

At PCL B and PCL B- normal walking speed is still possible but conflicts are becoming more frequent and, in retail areas, people start to consider avoiding the area.

### Courts Alleys and shared spaces

248. The Pedestrian Comfort Guidance is also applicable to conditions found when considering passage through the courts, alleys and shared use streets managed differently at various times of the day. In such places functional issues such as fire path provision, access for delivery or refuse vehicles conflicting with pedestrian needs have to be considered. As a general principle such places should not have more than half their width taken over for commercial activities or, if less than 4 m, leaving 2 m clearance. Each space has to be assessed with reference to their individual circumstances and the applicant must include this in the design, access and heritage statement that must accompany an application for items that may obstruct the flow of people. If a fire path is needed that means a 4 m clear way must be left. Where service vehicles or refuse vehicles need to turn, sometimes at times allowed by a traffic management order, then the swept path of the vehicle and a margin for error must be left clear at service times.

249. Outside service hours, then the through way (if not a fire path) can be reduced to the appropriate width

for the pedestrian flows expected at peak times. Street cleansing and flushing requirements make it necessary to clear all equipment after trading hours so the streets can be swept or washed / deep cleansed. Sometimes sewers, plant, pipes and cables under the street need to be dug up for repair and replacement. All street trading and obstructions in the street may therefore have to move (or be removed) to allow such access to underground installations when necessary. Occupation of the street for commercial purposes remains a privilege and is essentially temporary under highways legislation.

### Process of control

250. Whilst the overriding legislation remains the Highways Act 1980, there is no simple application process to licence obstructions on the highway (although it is technically possible under S 115 E) control will therefore be exercised through a combination of planning and licensing processes which will be informed by a highways assessment in all cases where a loss of footway space is involved. Where planning permission is needed for a semi-permanent structure in place 24 hours a day or a different (or mixed) land use, the approval of the

**PCL C****INCREASINGLY UNCOMFORTABLE**

**C+ 18 to 20ppmm**  
59% Restricted Movement



**C 21 to 23 ppmm**  
69% Restricted Movement



**C- 24 to 26 ppmm**  
78% Restricted Movement

The pedestrian environment is becoming increasingly uncomfortable, with the majority of people experiencing conflict or closeness with other pedestrians and bi-directional movement becoming difficult.

**PCL D or E****VERY UNCOMFORTABLE**

**D 27 to 35ppmm**  
100% Restricted Movement



**E >35 ppmm**  
100% Restricted Movement

At PCL D walking speeds are restricted and reduced and there are difficulties in bypassing slower pedestrians or moving in reverse flows.

At PCL E people have very little personal space and speed and movement is very restricted. Extreme difficulties are experienced if moving in reverse flows.

Extracts from Figure 8 of the TfL Pedestrian Comfort Guidance for London showing levels of comfort (or discomfort) and that in any design process or consideration of constrictions, level B+ is recommended as the minimum desirable.

receptacle in the licensing legislation will be linked into the planning process with the assumption that if it is acceptable for the grant of planning permission, then it is also likely to be acceptable to the council as a receptacle from which to trade. Licensing will then primarily control the opening times, goods sold and the fitness of the operator.

251. When a stall is wheeled into place or erected from parts each day in established street trading locations, the appearance will be controlled entirely through the licensing regime with a preferred range of stalls (and provision to approve exceptions and extensions to that range). Where the stall is in place for more than the period allowed for temporary land uses by the General Permitted Development Order (14 days in a calendar year, in the case of a marketing operation) planning permission will also be required for a mixed use.

252. Where tables and chairs are used for outside dining on private forecourts of restaurants etc., planning permission is generally not required for the extension of the A3 use, but if the trading activity is within 7 m of the highway, a street trading licence is required. The tables and chairs should not be set out and used until the licence is obtained.

253. Where tables and chairs are desired on any part of the public highway, or on land that has been used de facto as part of the highway then a street trading licence is required and planning permission may be needed in some circumstances. They shouldn't be set out until both consents are obtained. All equipment, displays, barriers and plants, menus etc., must be contained within the defined area that is effectively highway for the time being given up from pedestrian circulation.

254. "A" boards and other freestanding advertising devices may stand on private forecourt and are permitted (up to certain size limits) by the Town and Country Planning (Control of Advertisements) Regulations on private forecourts, provided they relate to the principal business of the ground floor unit. Where they are included in the equipment for a tables and chairs extension of that business onto the highway, they must remain within the permitted area. In all other cases "A" boards or similar advertisements on the public footway will not be tolerated. Street Inspectors will operate a "three strikes and you are out" principle. After a first warning to the business that a breach of highway management has occurred, the council will remove to a depot the offending "A"



Old Compton Street, W1.

board, and it may be collected by the owner. If it is subsequently re-displayed on the highway it will be confiscated and destroyed.

255. When crowd management is required outside premises this may be handled through a premises licence and not the planning or highway permissions process. They will be monitored by Street Inspectors and managed to avoid obstruction or the creation of an unsafe situation whereby pedestrians are forced to migrate into the path of vehicles.

### Additional matters for particular activities or uses

#### Street Markets

256. Westminster has its largest street market in Church Street, two in Victoria (Strutton Ground and Tachbrook Street) and two in Soho that are linked by a small alley in Berwick Street and Rupert Street. A new form of market is being tried off the Harrow Road known as Maida Hill Market (Prince of Wales junction). The markets need to be strengthened and promoted to ensure the economic wellbeing of the shopping centres as a whole. Generally markets in England are in decline although certain, more specialist sectors are thriving. This needs intervention to ensure new or revived markets add value to the surrounding shopping in the streets where markets are located. Markets are places where multiple stalls and displays are erected each morning and cleared at night. Traditionally made barrows are attractive but difficult to store, they are likely to be phased out except in special circumstances where there are adequate facilities for their storage and they are fit for

present trade without ugly additions.

257. Markets will be encouraged to utilise more modern structures and be managed to give a more uniform appearance. Individual pitches will be expected to have good-looking structures, well displayed materials and goods. Research has shown that better inter-personal skills and product pricing and marking can improve business, and recommendations have been made that stall owners / operators should be encouraged to have appropriate training in people skills and marketing techniques. Structures that can be removed at night or collapsed and towed to storage will be preferred. These activities are presently controlled through the planning policy SS 13 in the UDP.

258. Whilst “marketing the markets” and managing the people and goods is outside the terms of this guidance, the physical state of the infrastructure, the way pitches and equipment are placed and what they look like are factors that can make (or break) the image of the city for many observers. Its improvement is therefore a key part of the Living City programme.

#### Vending in hubs, clusters or single sites

259. The widest streets are more likely to have big trees, be bus routes with big shelters and there may be room for some of the footway to be given over to news vending, toilets, bus stops with end panels, some quick sale retail outlets such as florist stalls or drink /fruit/snack sellers in stalls.

260. Westminster City Council sponsored an improved design of kiosk (the ‘Heritage’ kiosk) which replaced the previous range of shabby structures, but the earliest of these are now coming to the ends

of their lives and research has shown are unlikely to be fit for current needs. The city needs to develop the range and adopt a more contemporary style and create units that provide for the expanded range of services to support shopping - in particular refreshments. The Heritage kiosk has proven to be inappropriate for fruit and flowers, but useful for solus site traders that leave stock on site in situ overnight. Its solidity, and the trend to place them across the street, has created fears about pedestrian safety where they could hide a pedestrian from the view of an approaching driver or hide those undertaking anti-social behaviour. Separate research and guidance is being undertaken to give a new and expanded range of kiosks, stalls and shelters, and the range of goods is not directly a highway or planning matter but does affect image and economic health of shopping areas, and thus is of concern to economic wellbeing of a centre. In larger places three or four functions can come together in larger structures.

261. Subject to the criteria in UDP Policy SS16 some semi-permanent shops or cafés in the street may be also located where side streets have been closed to traffic or the footway is generous enough to accommodate the temporary removal of the area from its original highway function. In trafficked streets these items should be aligned in the kerbside strip where the width is sufficient.

262. Sales on the highway should be an adjunct to the main retail offer, not in competition to it. To earn its place on the street, the trader must offer something in addition to that offered by shopkeepers and food outlets. Semi-permanent kiosks should be high quality kiosks or be bespoke designs. Outlets should not appear to be parked caravans or trailers. In particular they should provide for:

- grab and go purchases including tobacco, news and cigarettes plus tickets
- specialist items not viable on a seven-day-a-week basis in shop premises
- relaxation opportunities in the open air to eat and drink with adequate facilities where appropriate
- value for money offers available due to reduced overheads provided that such an offer should not devalue or undermine the tone of the retail area within which the pitch is located
- an extension to nearby shop premises bringing

offers outside on market days for occasional promotions

They should not:

- offer smelly food at all or and food from equipment without the necessary hygiene facilities
- duplicate merchandise in nearby shops or already established stalls in the area
- trade from vehicles (unless refrigerated food sales, because of hygiene needs, in markets, in special locations)

263. For food and drink outlets, where they are considered appropriate, larger structures will be necessary to contain tables and chairs and umbrellas at night, and also have adequate storage and hygiene facilities. Being larger structures they could be combined with other facilities such as telecoms, information, WCs, or another outlet. To conserve (or at least not damage) Conservation Areas, they must be of high quality design and tailored to fit the space for which they are intended. Where they are over sewers and other cables, pipes and equipment they should be a framed or monocoque structure that can be lifted or craned away to allow rapid access to the street services below. It should be shaped so people and views can 'flow' round the structure. It should not block a vista down the street. Generally this means the main axis of a structure should be in line with the axis of the street, not across it.

### Newspaper sales and free paper distribution

264. Small newspaper vending stalls are exempt from street trading legislation, but the majority of stands with umbrellas erected have a footprint that exceeds this limit of 0.25 m<sup>2</sup>, they therefore need a street trading licence. The place for newspaper sales is beside the "river of people" on the way to a destination such as the station entrance, not blocking it or obstructing any way out. Free distribution of newspapers does not require a street trading licence and the distributors tend to move about. This will be managed in the same way that crowds and queue control is undertaken as noted above and agreements will be developed with the managers to

place the stands beside the tracks that people use on the footway and at peak times the staff will be expected not to obstruct the “river of people” and be on the “riverbank”, which may be in the street furniture zone. Some newspapers and magazines are left in containers on the footway for interested groups to pick up. They are often called “dumb sellers”. They will only be tolerated in dead areas of footway. The council has power to remove or reposition “dumb sellers” pursuant to section 22 of the London Local Authorities Act 1991.

### **Charity collections, gift distribution and walking advertisements**

265. These activities are not “trading” and happen on a one-off basis, although cumulatively they can be a nuisance and cause obstruction. Similar considerations apply to these activities as newspaper distribution (above) and they will be managed so as to be primarily located in the street furniture zone and kept out of the “river of people” at peak times. Walking advertisements have been banned in intensely trafficked footways approaching key stations and other busy locations under controls in the London Local Authorities Act 2007, and these will be kept under review.

266. Soup kitchens are brought into the city at off-peak times and attract a number of street sleepers to particular locations and bring associated problems, such as street soiling and leaving materials from makeshift shelters on the street. Work with homeless organisations is on-going to deal with this issue, but the council is concerned that philanthropy is actually not helping the underlying problem. If necessary bylaws may have to be made, which may be controversial, to manage the activity.

### **Vertical drinking and smoking areas**

267. A product of anti-smoking legislation has been to drive smokers onto forecourts or other open areas (such as rear courtyards or terraces) to have a smoke and take non-smoking friends with them. In places this activity spills onto the public highway and in the worst cases can the crowd can fully obstruct the footway available and force passers-by to walk into a trafficked carriageway. When this causes amenity problems, public nuisance or affects public

safety action will be taken to influence management to reduce this and may result in conditions limiting the sale of alcohol for drinking on the street being imposed through the review of licenses. Areas of shared use streets which do not have traffic during busy pub hours will be less likely to cause obstruction problems, there may be places where a more relaxed management approach can apply. More time managed shared use places may need to be created to achieve the best balance of service needs with open-air needs. Ways needed for fire vehicles and refuse trucks together with any through foot traffic will determine the width of the pedestrian clear zone and each will be assessed according to local circumstances.

### **Busking, street theatre, portrait artists and live statues**

268. These activities occupy a space in the highway and can, if not properly managed, cause as much or more obstruction as any other form of trading. Indeed, crowds gathering around such displays or activities can cause a very large impediment to the flow of people. These activities add considerable colour and interest to the visitor experience and places may be licensed for performances where the viewing crowd will not cause an obstruction.

### **Telecoms, wayfinding, information, pedi-cabs and cycle hire equipment**

269. Telephone boxes in the street were introduced in considerable numbers in from the 1920s and 1930s and became iconic London landmarks. The rarest, earliest examples have been listed of architectural and historic interest and some of the later versions may well be retained and preserved. As the demand for phone boxes reduces, the city expects sites taken up by these features to be vacated. As their presence often gave a wide street furniture zone, the sites can be considered for kiosks to cater for grab and go purchases. In many instances telecoms equipment, wayfinding information and other facilities can be integrated into other structures particularly bus shelters and kiosks. Redeployment of iconic red phone boxes will be considered where a payphone

is still required. Wayfinding monoliths, miniliths and finger posts known as 'Legible London' are now being rolled out in across the central part of the city and adjacent areas.

### Cycle parking, hire and pedicabs

270. Pedal power is an attractive concept for more sustainable transport but it also brings new challenges to managing the city. Westminster has facilitated the London Cycling Network (LCN), cycle hire locations and has accommodated private cycle parking provision on the streets where demand is evident or is reported to the council. Where street furniture zones are generous, hire stations and stands for parking privately owned cycles have been permitted on footways and build-outs. A balance has to be struck between the visual and physical clutter stands plus associated cycles create against the support they give to sustainable travel. There is wide concern over cycling on footways and sharing footways with cyclists is discouraged. As footway space, left over after pedestrian clear zones are identified and prioritised, is saturated it will become necessary to locate more stands in the carriageway. This has already become necessary in order to accommodate some cycle hire stations. The hire terminal doubles as a Legible London map display, reinforcing the principle of making large items have multiple functions. New developments require cycle storage within them and future proposals for lane provision, hiring and parking in the streets and open spaces will be assessed against guidance in this document. In respect of Pedicabs the council will use its traffic management powers to enforce against obstruction of the public highway (footways and carriageways) affected where evidence can be collected and presented which demonstrates this is a regular occurrence at congested location, by individually identified pedicabs/their drivers/operators, singly and in groups.

### Special events

271. The council's Special Events Team will co-ordinate events sometimes spanning a weekend or sometimes a few weeks. Some items will need planning permission and a street trading licence, the equipment for such temporary events will be allowed

on a more flexible set of guidelines than items that will affect the appearance of the city for a long time. Some special events will require the temporary removal of a trading pitch or a semi-permanent kiosk in the interests of security or safety.

### Strategic Principles

272. Trading in the street can add activity and colour in many instances and well managed markets add a valuable dimension to city life. In other places isolated traders can add to the shopping experience and amenities for residents and workers by providing for those very quick sales for which there is not time to go into a shop. To this end, the traders that are in the street need to earn their place in the street by providing a service that is not obtainable in any other way by:

- Providing services and goods that are not viable in shops;
- Providing services at a faster rate than is possible with a traditional till or checkout;
- Adding facilities to a shopping area or market that enhance its attractiveness and amenity;
- Not compromising pedestrian safety, continuity, clear zones, traffic conditions or residential or business amenity;
- Using stalls or structures that can be removed at the end of trading to allow the thorough cleansing or the area; or
- Employing semi permanent kiosks that do not detract from the setting of any nearby listed buildings or damage vistas in, or the character of Conservation Areas in the city or the World Heritage Site, but also capable of quick removal for works to the highway structure below and for cleansing, inspection or for special events.
- Providing these services in a way which is compatible in quality to the trading location where they are situated; and in a way which is compatible to any Listed Building, Conservation Area or other heritage asset close to where they are located.



A bronze statue to Dr Edward Jenner graces the Italian Garden in Hyde Park, near Lancaster Gate.

# 15 – Public art

## Objective

273. This chapter develops the Townscape Management Policy (DES 7 Section A) in the saved policies of the UDP and also is part of the Open Spaces Strategy to review the provision of Public Art. The saved policy will be replaced in the forthcoming City Management Plan but there is an expectation that on redevelopment new structures should include something of delight created by artists or crafts people. It should preferably be in the fabric of the building; often as glazing, metalwork or relief sculpture, artwork or fabrics within it or if the site has scope for landscaping, spatially related to the scheme. This matter in respect of financial contributions is also mentioned in supplementary guidance on Section 106 contributions (see bibliography and web links) and there is other guidance on Public Art.

## Introduction

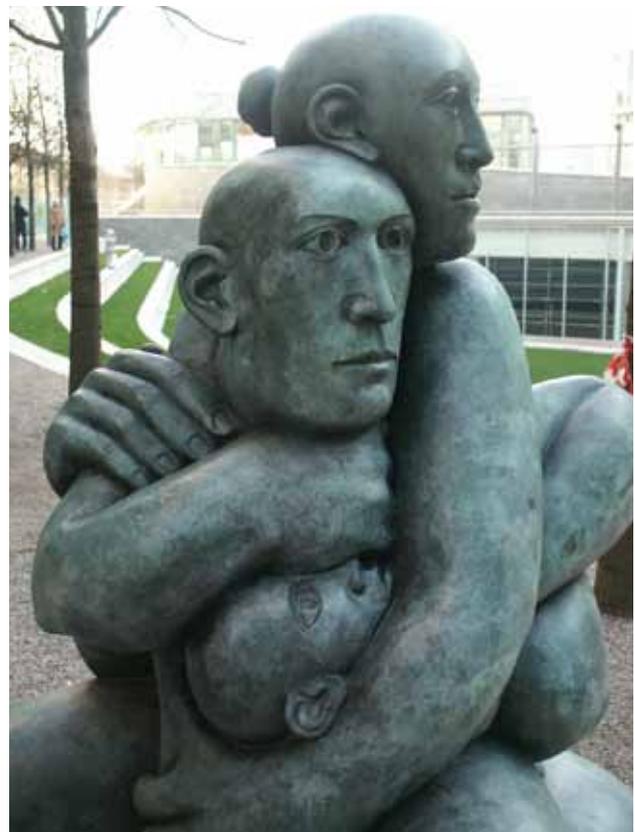
274. Public art has long been a feature of Westminster's streets and open spaces. It occasionally involves the use of water, planting and soft landscaping, including on the facade of buildings.

## New Works

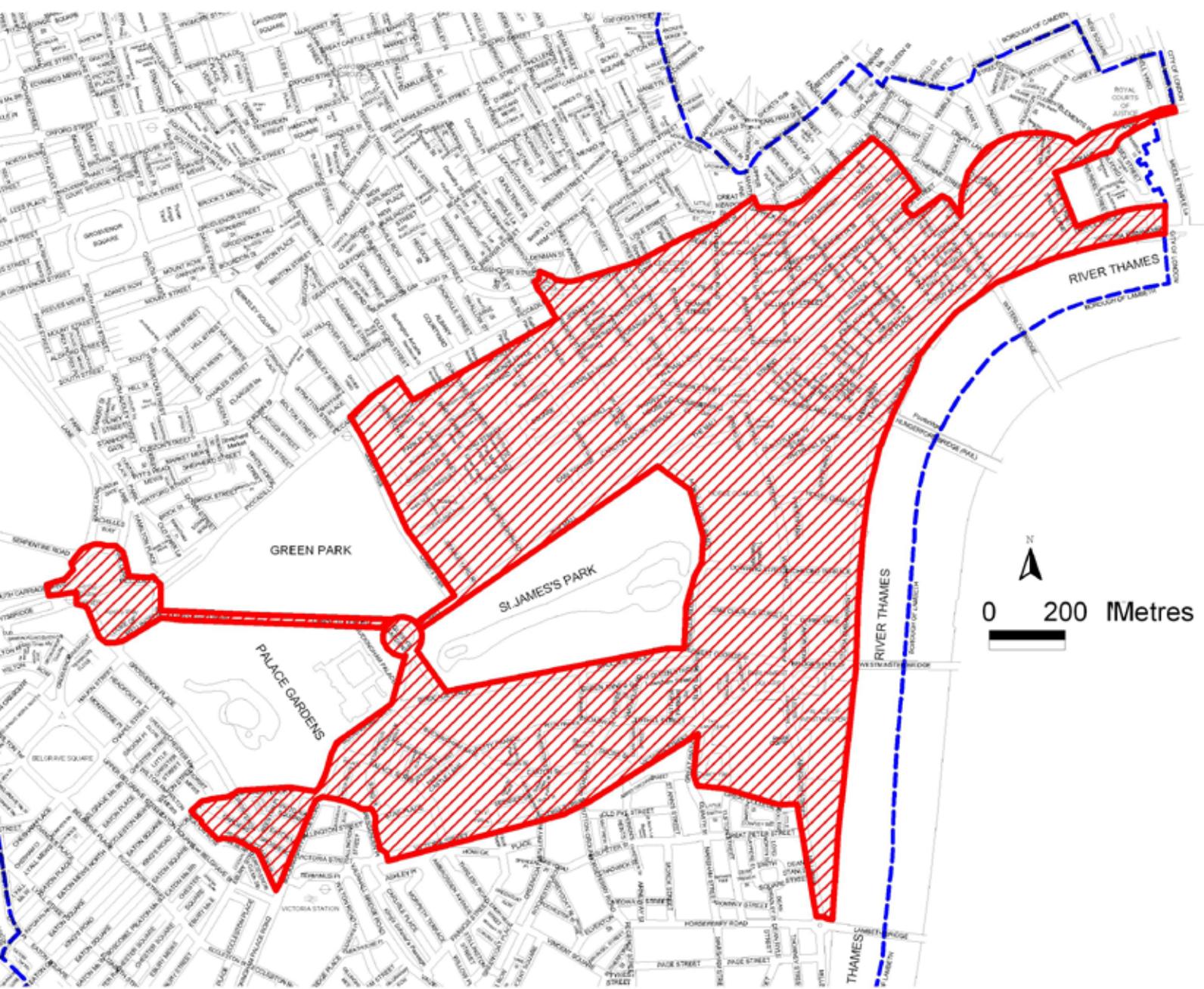
275. Westminster has a long-standing tradition of carefully considering the commissioning and placing of art works in the public realm. Many locations suitable for free standing pieces are already taken but on redevelopment new opportunities will occur. Three dimensional compositions are not always appropriate and those conceived in two dimensions can still have the desired effect of delighting the senses without altering a space. If necessary conditions will need to be imposed to ensure art works are not subsequently removed or replaced with lesser substitutes.

276. Performance spaces to facilitate events or live events, musical compositions, lighting effects or films/video can be artistic interventions that add to the diversity and interest of life in the city. Community arts and other activities as well as local community festivals could be part of the outcome of a new development and in some places small contributions to public art could be pooled to greater effect.

277. Some areas of the city are under stress from too many monuments and statues. These areas, where restraint in respect of more similar works will be exercised, the area of concern is defined in Map 10.



Sheldon Square, W2



- Key**
-  Westminster boundary
  -  Areas of restraint\*

\*This are applies only to figurative statues and memorial monuments, not to other forms of public art. The boundary is yet to be finalised and is therefore only indicative

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 City of Westminster LA 100019597 City Planning Group Location: J:\D\_City Planning Group\gis\Westminster Way\June 2008\westminster way august 2008.apr

Map 10 – Areas of restraint in Westminster's streets, where the council has adopted guidance noting places where further monuments and statues will be discouraged. This does not apply to the Royal Parks in the Area of Restraint.



George II statue, Golden Square, W1.

## Maintenance

278. All new installations will need to be endowed with either a regular revenue stream or a commuted sum so that the new work can be properly maintained in perpetuity. The amount of the endowment depends on the complexity of the piece and the attention it will need.

## Water and light

279. The effect of moving water in a public place can be a delight, but it is also a maintenance and safety problem. Pumps and sanitising equipment, controls and contractor time increase considerably with water in the concept and waterproof lighting installations with it, adds to the ongoing maintenance liability.

## Existing installations

280. These need robust management plans to keep them in good order and these need to be maintained with the construction manuals for buildings and other property to allow future Commissioners and contractors to retrieve the correct procedures, products and techniques for their proper conservation and good appearance.

## Strategic Principles

281. In respect of artistic interventions the city council will:

- Encourage works by artists and craftsmen in the fabric of buildings or landscaping which may be two dimensional;
- Restrain the deployment of more sculpture in the areas of the city that are saturated at the present time;
- Promote facilities for performance art and events or commission compositions;
- Create opportunities for temporary art installations
- Ensure the work is fit for the place by using an Officer Panel to ensure appropriate physical works and settings are matched;
- Ensure that physical works are endowed to secure their appropriate maintenance in perpetuity or their retention secured by conditions to planning permissions.



Cardinal Place, Victoria street, SW1

# 16 – Implementation

## Objective

282. Renewing the city's streets and open spaces will be an expensive task, and funding to do the job to high standards in some areas is sometimes beyond the funding mechanisms available to the city council on its own.

## Partnerships & Agreements

283. Partnerships and other mechanisms through the development process will assist this renewal and enhance the setting of replacement buildings when significant change occurs. In established areas that, by definition will change less, the Conservation Areas, new mechanisms will be needed to add value to the replacements made by the council to keep the highway network and its open spaces neat, safe and clean.

284. Where long term estate management has taken place and corporate developers take on the longer term view (and become quasi estates) then investment in the public realm takes on a role that enhances property values and underpins the sense of place. Managers of properties can have a major influence on the type of shopping by being selective in their tenant mix – an issue entirely outside land use planning but a legitimate concern for the economic health of an area. Managers engaging in such a change will often wish to upgrade the public realm as well. In many instances the changes of letting policy may not involve the traditional planning process, but the area will, nonetheless, require the sort of upgrade that often occurs through S 106 agreements when a planning permission is given for redevelopment or significant change. Partnership mechanisms are therefore needed that will assist the city to upgrade such areas when such change is envisaged. Detailed guidance on Section 106 agreements and

contributions was adopted in January 2008. Other funding models applicable to streets and squares are also being evolved which may include a 'credit' system to offset against future S 106 contributions by a developer or estate, and ways of pooling contributions in an area.

## Setting off redevelopments and area renewal

285. On redevelopment there is a very understandable desire to set off a development with the very best materials. If this is proposed outside the site in isolation, the overall area does not benefit. Also, the perceived best materials may also not take the wear and abuse found on city streets. The city council sets the conservation standard at reinforced artificial stone paving, with recessed covers and frames for this reason – it gives a very British appearance, yet allows reinforcement to prevent fragmentation. The city wishes to establish the principle that it is preferable to achieve this standard in a hard wearing material that is able to withstand abuse yet be easily replaced and to deal with street blocks with this material rather than endorse a patch of very high quality stone paving while the surroundings are left untreated, and additionally may suffer breakage.

## Funding

286. In some areas of the city, some complex and inter-related issues call for an action plan to co-ordinate and area approach. In other parts of the city regeneration and business improvement partnerships have galvanized local groups, traders and residents to seek a better public realm as well as property changes. Here a cocktail of funding is often necessary to achieve more than individuals,

small developers or some organisations can achieve on their own. In these places a pooling of funds can bring together actions and aspirations for phased implementation with the agreement of the partners and funders. Accountability is important for all parties concerned and new monitoring and reporting system is being developed. Maps showing areas where arrangements for S 106 contributions and public realm credits can be pooled, which also include within them established area action plans, will be published with separate guidance on contributions and credits and maintained on the council's web site.

### **Waterside sites**

287. On the areas adjacent to the River Thames and the Grand Union Canal, the council will work with the adjacent Boroughs and the GLA to enhance the waterside sites and the attractiveness of the water bodies through co-ordinated programmes of action to improve the asset. In the case of the River Thames this will be through the Cross River Partnership, and in the case of the Canal with British Waterways, developers in Paddington Special Policy Area (proposed Paddington Opportunity Area and North Westminster Economic Development Area) and the Royal Parks.

### **Strategic Principles**

288. The city council will seek to:

- Work with Business Improvement Districts, Local Area Regeneration Partnerships, TfL, the GLA, adjacent Boroughs, the Great Estates and Developers taking a long term view of their holdings to work in partnership to bring forward area wide improvements in the appropriate areas.
- On redevelopment in areas of a more comprehensive nature, to secure wider enhancement than the frontage of the site by taking a holistic approach to street blocks and areas of intensification or significant change.
- In complex areas of fragmented ownership, to work within action plans to pool contributions to enhance the wider area.
- Resist proposals to provide a change in front of a site to a standard in excess of the norm for that area, and to extend the area of improvement to the whole street block or area affected as the expected standard.
- Where necessary the council will use its powers to assemble land and raise finance within the rules of probity to facilitate renewal that would not be possible without such intervention.
- The council will use its asset management process to ensure planned renewal on a timed life and will secure change to the preferred modules and surfaces through maintenance when no specific project is planned.

# Bibliography & references

This bibliography of other guidance and references is not a formal part of the guidance document and is correct at the time of publication. Current Westminster documents are maintained on the Council's website and those from other organisations will be maintained on their web sites.

## Westminster documents:

- Chinatown Action Plan
- Chinatown Supplementary Planning Guidance
- Conservation Area Audits (series)
- Core Strategy (adopted January 2011)
- Covent Garden Action Plan
- Edgware Road Action Plan
- Leicester Square Action Plan
- Neat Streets
- New Public Art in the City of Westminster
- Open Space Strategy
- ORB Action Plan
- Paddington SPA Public Realm Strategy June 2003
- Public Art In Westminster
- Public CCTV Systems - Guidance for Design and Privacy
- Section 106 (S 106) Planning Obligations
- Soho Action Plan
- Statues, Sculptures And Monuments
- Tables & Chairs on the Highway
- Trees And Other Planting On Development Sites
- Unitary Development Plan (2007) (saved policies)
- Westminster Standard
- Westminster Way Drafts - for public consultation December 2009 & (formal) December 2010.  
Westminster Way, Part 1 - A Public Realm Manual for the City Consultation Draft - April 2004
- Westminster Way, Part 2 - A Public Realm Manual for the City Consultation Draft - April 2004

## Other useful references:

- By Design - CABE
- Caring for Covent Garden: a Conservation and Management Guide (2004)
- Crowded Places: The Planning System and Counter Terrorism (March 2010)
- Draft PPS - Nature & Health
- England's Historic Waterways BW / EH
- Environmental Study of Central Covent Garden (1994)
- Historic Environment Planning Practice Guide
- <http://www.dft.gov.uk/transportforyou/access/tipws/inclusivemobility>
- Inclusive Mobility DfT 2005
- Link and Place (2007)
- Managing the Historic Urban Environment - EHTF
- Manual For Streets - DfT
- Manual for Streets 2 - DfT
- Ordinary Places - CABE
- Paved with Gold - CABE
- PPS 1 - Sustainable development
- PPS 4 - sustainable economic Growth
- PPS 5 - Planning for the Historic Environment
- Safer Places: the planning system and crime prevention
- Secured by Design
- St James's Conservation Trust Studies 1999-2008
- Streets for All (2008) - EH
- Streets for All: Practical Case Studies (2008) - EH
- Streetscape Manual - TfL (2009)
- Temporary Structures in Historic Places - EH (Sept 2010)
- The Value of Urban Design - CABE
- Towards a Fine City for People - Gehl
- Word on the Streetscene NLGN
- World Heritage Sites Circular (July 2009)

# Appendix 1 - placement

## An over-arching principle

All items on street should be fully justified and earn their place – wherever an item of street furniture or signage is unnecessary and can be removed, it will be.

## Benches and Street Seats

Generally should be placed at the back of footway. Seats or benches should be located at points of known demand. The problems of antisocial behaviour and rough sleeping should be considered in determining location and detailed design.

## Bins

Should only be located at points of known demand. Must be located at the front of footway, outside of the clear pedestrian zone and consideration given to ground fixing with approved details.

## Bollards

Should only be located appropriate to its role i.e. in a location to protect the public, to protect high risk buildings and the entrance to alleyways. Not to be used to prevent footway parking or damage occurring to footways. Position generally at front of footway at intervals of no greater than 1.5 m (1.2 m face to face for security purposes)

## Cycle Parking / Hire

Should be located at points of known / forecast demand. Must be located outside of the clear pedestrian zone after taking account of the overhang of a cycle attached to it or take the place of paid-for vehicle parking in the carriageway or lay-bys.

## CCTV Cameras

Should be co-located with traffic lights, traffic regulation signs or unlisted steel street light columns or located on buildings where possible.

## Coal Hole Covers

Generally these are characterful features in conservation areas that should be retained and replaced in replica when failed and if part of the vault of a listed building must not be removed unless authorised by a prior listed building consent.

## Eurobin

Should be located, where possible, within the curtilage of a building. If located on the street it must be anchored at the back of footway in a discrete manner. Its location should allow for ease of servicing by refuse collection vehicles.

## Pedestrian Directional Signage

Refer to the current guidelines for Local Direction Signs 1997 (local direction signage) and replacement pedestrian navigation system (Legible London).

## Guard Rails

Consider visibility of vulnerable pedestrians. Not to be used to prevent footway parking or damage occurring to footways. Must be used sparingly where there is undisputed need and located at the front of footway, outside of the clear pedestrian zone.

## Hanging Baskets

Hanging baskets are not appropriate for more ornate and listed lamp columns and must be filled and managed sustainably. If a sustainable regime can not be found they should be removed with all supports / brackets and the lamp column paint made good

## Kerbs and Setts

Traditional arrangements include the provision of large granite kerbs at the interface between footways and roads. Granite setts are also found on street surfaces and on footways where provided for barrel runs to public houses. Where these materials are found they should be retained and /or replaced like for like. Where new setts are used they should be dressed and pointed to be suitable for people with impairments to negotiate.

## Kiosks and Market Barrows

Co-location and not obstruction to free flowing movement of pedestrians. More careful consideration to function and location in urban design terms. Kiosks and their merchandise should not extend beyond the defined pitch area and normally will be removed at night unless planning permission has been granted for retention over the full 24 hour period of the day which should be a time-limited permission.

## Legible London

A mapping and direction system that should be in street furniture zones but also near decision points.

## Lamp Columns

These should be located at the front of footway, outside of the clear pedestrian zone and generally 450mm from the kerb face. Consideration should be given to wall mounting in congested areas if wayleaves can be negotiated. Unlisted columns may take some signs but more than two additions to the column required clearance as multiple items on a column will look cluttered.

## Parking machines / recharging points

Must be located at the front of footway, outside of the clear pedestrian zone. Within a street or public space all pay machines (while they remain) should be a consistent height and not have additional signs or posts beside them. With the transition to pay by phone parking, these features will reduce in numbers on the streets.

## Paving Flagstones

“Traditional British” street paving sizes and bonding patterns, should be implemented. Surviving stone

flagstones must be preserved. Recent stone flagstones must be re-laid as necessary and damaged ones replaced with stone from the same source. Limited use of small element paving blocks may be acceptable in exceptional situations but cleared as an exception. Where cast iron coal hole covers survive they should be preserved in situ and dictate the coursing of the paving. Paving should be maintained as smooth and even as possible.

## Public Art

All aspects of the urban environment from street furniture to the overall design of a building, materials used and associated decorative elements can be enhanced by the integration of art or by being artistic intervention or a craft person’s work as part of the fabric. There are areas of restraint for three dimensional works and two dimensional alternatives are more appropriate in some places. Refer to the Public Art Supplementary Planning Guidance.

## Recycling Facilities

Should be located, where possible, within the building line. Large Eurobin style recycling facilities should be located at the rear of the footway. Small recycling ‘wheelie’ bins should be located at the front of footway, outside of the clear pedestrian zone. On wide footways the street furniture zone at the rear may be an acceptable alternative provided it does not cause the clear zone to ‘weave’.

## Security Measures

To be effective these need to be a complete cordon but gaps between bollards must allow a wheelchair or buggy to get through on or near desire lines where practicable.

## Street Cabinets

Where possible connections should be made in pits recessed below ground or integrated into buildings or boundary treatments. If this is not possible they should be outside of the clear pedestrian zone and positioned dependant on function. Co-location of different services within a street cabinet, lamp post base, building or other structure is strongly encouraged.

## Street Name Plates

These are a council copyright design from the 1960s and must be correctly implemented using the specified typography. They should be located on buildings preferably at a height 2.5 - 3.5 m for best visibility, but sometimes historic circumstances require them to be fixed higher or to railings or boundary walls. In rare circumstances they can be a flag that is pole mounted. Historic nameplates or incised or moulded street names that survive should be retained where possible.

## Street Trees

Street trees are not appropriate for all areas of Westminster, particularly the older areas with narrow streets where caution needs to be exercised when planting suggestions are made. Their use should, in the main, be encouraged in the leafy, outer residential areas, areas where there is historic precedent and some public parks spaces and squares. The context and purpose of a public space and street will determine whether street trees are appropriate. Street trees should be located at the front of footway, clear of existing services, but on bus routes the clearance from the kerb face will increase so branches below 5 m do not foul the path of busses and high vehicles. In some areas the number of trees might need to be maintained but the disposition of the specimens changed. These are called areas of moderation.

## Tactile Paving

To be used at crossings to inform users of an approach to a carriageway at controlled crossing facilities (signal or zebra only) or change of level. Due to the historic character of the city, bright colours and additional 'tails' should not be used as these detract from the traditional character and elegance of streets. Tactile bands should run parallel to the kerb and be no deeper than 1350 mm or less than 800 mm. Corduroy tactile tiles should be used at the top and bottom of steps and ramps.

## Telephone Kiosks

Must be sited sensitively in relation to the surrounding area, and not be located in close proximity to one another. Where possible, telephone boxes should be located at the rear of the footway within the building

line, otherwise they should be located at the front of footway in an adequate street furniture zone, outside of the clear pedestrian zone.

## Traffic Signs and mandatory information

The Traffic Signs Regulations and General Directions 2002 and the traffic Signs Manual with revisions, guide location, design and appearance of signs. Care must be taken when using the Traffic Signs Regulations, as over design and rigid application will cause street clutter. Taking a more creative and holistic can avoid the unnecessary proliferation of traffic signs. The minimum necessary to satisfy the regulations and give information will be the norm.

## Tree Guards

They can be supplemented with a tree post to provide support for the tree and protect it from vandalism, vehicle manoeuvres or bicycle parking.

## Uplighters

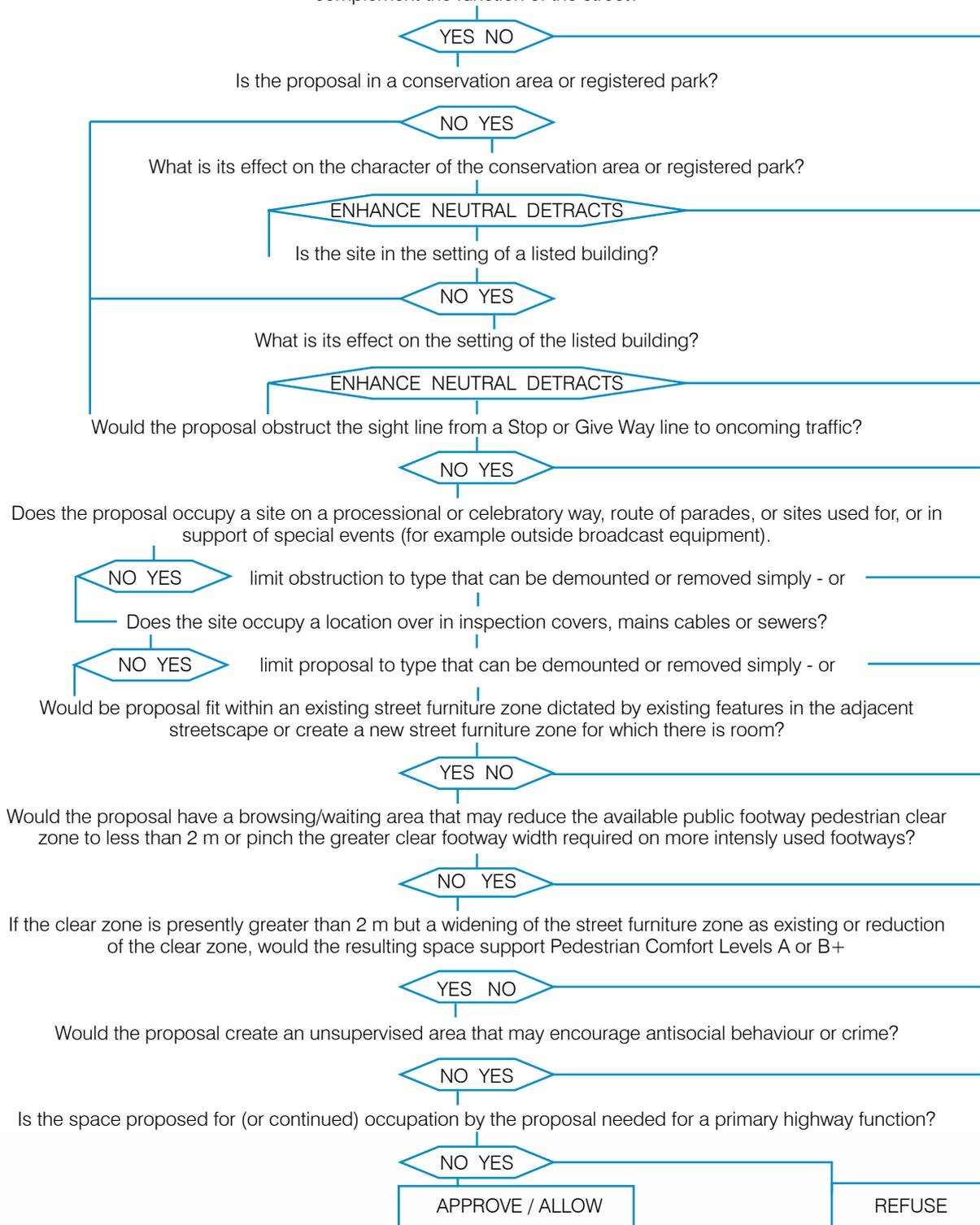
Generally these will be used with caution to reduce the incidence of pollution producing light shining skywards. Where justified they should be angled to surfaces, and located in places where any weakening of paving can be tolerated. They should be located in drained soil or pits and chosen to minimise installation difficulties and maintenance problems. Seals and electrical supplies may need private ducting and the location covered by specific lighting maintenance regimes.

## Vehicle Control Gates or bollards

Consider automation for ease of opening / closing. Control posts should be a neat installation on the drivers' side.

# Appendix 2 - decision network

Does the proposal give a service that can not be delivered in another way, with minimal footprint and complement the function of the street?



# Appendix 3 – Former UDP STRA and Core Strategy policies

The Core strategy is taking over as the principal strategic policy document, and the key policies are set out at the end of this appendix. The following strategic policies from the first part of the City of Westminster UDP of 2007 were the principal ones that influenced the development of this guidance from 2003 - 2009 as they applied to the public realm in addition to individual sites. They set the context for investment in the public realm, its change and maintenance:

## **STRA 1: WORLD CLASS CITY STATUS**

It is the City Council's aim:

To foster Westminster's key 'world class' city roles as a centre for international organisations, headquarters, business services, housing, retailing, medicine, education and other professions, media, arts, culture, entertainment and tourism, and to allow sustainable developments that promote them.

## **STRA 2: CAPITAL CITY STATUS**

It is the City Council's aim:

To foster Westminster's capital city roles as the seat of Government and national administration and as a centre of national professional and cultural excellence; and to allow sustainable developments that promote them.

## **STRA 6: PUBLIC, PRIVATE AND VOLUNTARY SECTOR PARTNERSHIPS**

It is the City Council's aim:

To achieve the aims and objectives of the UDP and implement its policies by forming partnerships, developing joint initiatives such as Business Improvement Districts and lobbying to ensure effective co-ordination with London boroughs and other public, private and voluntary sector agencies.

## **STRA 10: SHOPPING IN WESTMINSTER**

It is the City Council's aim:

To enhance the vitality, viability and diversity of Westminster's shopping centres and maintain and increase the number and range of shops in the city.

## **STRA 20: INTEGRATING LAND USE AND TRANSPORT**

It is the City Council's aim:

To reduce the need to travel, whilst improving access to facilities and services, by integrating land use and transport policies in co-operation with other bodies across London.

## **STRA 21: WALKING, CYCLING AND PUBLIC TRANSPORT**

It is the City Council's aim:

(A) To improve environmental quality, safety and directness of routes for pedestrians and cyclists  
(B) To improve the quality, reliability, efficiency, safety and accessibility of public transport by promoting and supporting proposals that integrate, improve and extend bus, Underground and rail networks and services and river services.

## **STRA 22: REDUCING THE ENVIRONMENTAL EFFECTS OF TRANSPORT**

It is the City Council's aim:

To protect and improve environmental quality, by reducing the use of all motorised vehicles and encouraging modes of transport and types of engine and/or fuel which cause less pollution and congestion.

## **STRA 23: REDUCING TRAFFIC CONGESTION AND IMPROVING SAFETY**

It is the City Council's aim:

- (A) To reduce traffic levels through comprehensive traffic and environmental management schemes
- (B) To improve road safety by implementing accident remedial measures incorporating, where appropriate, facilities to help pedestrians, cyclists, motorcyclists, buses and commuter coach services.

### **STRA 24: SERVICING, DELIVERY AND COLLECTION**

It is the City Council's aim:

To reduce the numbers and environmental impact of servicing, delivery and collection vehicles, whilst providing for the essential needs of Central London Activities.

### **STRA 25: PARKING CONTROL**

It is the City Council's aim:

To control on and off street parking within the requirements of the traffic reduction policy. Preference will be given to the special requirements of residents, people with disabilities and those essential Central London Activities for which the use of private vehicles is necessary.

### **STRA 26: IMPROVING ACCESS TO FACILITIES AND BUILDINGS**

It is the City Council's aim:

To ensure that all users and visitors have access to individual buildings and developments. Particular regard will be paid to the needs of people with disabilities.

### **STRA 27: STANDARDS OF DESIGN**

It is the City Council's aim:

To promote the highest standards of sustainable urban design and architecture in all development and to encourage inventive architecture in the context of Westminster's unique local distinctiveness.

### **STRA 28: CONSERVATION AREAS AND THE WORLD HERITAGE SITE**

It is the City Council's aim:

To preserve or enhance the built and landscaped environment of Westminster; paying particular regard to its historic character, appearance and cultural importance and ecological value.

The following Core Strategy Policies are the successors:

### **POLICY CS24 HERITAGE**

Westminster's heritage assets will be conserved, including its listed buildings, conservation areas, the World Heritage Site, historic parks, squares, gardens and other open spaces, and its archaeological heritage. Historic and other important buildings should be upgraded sensitively, to improve their environmental performance and make them easily accessible.

### **POLICY CS27 DESIGN**

Development must incorporate exemplary standards of sustainable and inclusive urban design and architecture. In the correct context, imaginative modern architecture is encouraged provided that it respects Westminster's heritage and local distinctiveness and enriches its world-class city environment.

Development should:

- reduce energy use and emissions that contribute to climate change during the lifecycle of the development, in line with national and regional standards as a minimum; and
- ensure the reduction, reuse or recycling of resources and materials, including water, waste and aggregates.

This will include providing for an extended life-time of the building itself through excellence in design quality, high quality durable materials, efficient operation, and the provision of high quality floorspace that can adapt to changing circumstances over time.

### **POLICY CS37 BIODIVERSITY AND GREEN INFRASTRUCTURE**

Biodiversity and green infrastructure will be protected and enhanced throughout Westminster and opportunities to extend and create new wildlife habitat as part of development will be maximised.

Proposals within Areas of Wildlife Deficiency should include features to enhance biodiversity, particularly for priority species and habitat.

Where developments would impact on species or habitat, especially where identified in the relevant Biodiversity Action Plan at national, regional or local

level, the potential harm should firstly be avoided, secondly be mitigated, or finally appropriate compensation will be sought. Where harm cannot be prevented, sufficiently mitigated against or adequately compensated for, permission will be refused.

## **POLICY CS40 PEDESTRIAN MOVEMENT AND SUSTAINABLE TRANSPORT**

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

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

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

## **POLICY CS41 SERVICING AND DELIVERIES**

Developments must demonstrate that the freight, servicing and deliveries required will be managed in such a way that minimises adverse impacts. This may include the provision of off-site consolidation centres, shared delivery arrangements, and/or restrictions on the types of vehicles or timing of deliveries, especially where the quality of the public realm, local pollution, and/or function and reliability of the transport network would be otherwise compromised.

Servicing and delivery needs will be fully met within each development site, except where the council considers that this is not possible, in which case the servicing and delivery needs will be met in such a way that minimises the adverse effects on other highway and public realm users, and other residential or commercial activity. Where some or all of the servicing and delivery needs are met through use of the public highway, the development will meet the initial and on-going costs associated with that use of the public highway.

## **POLICY CS42 MAJOR TRANSPORT INFRASTRUCTURE**

The council will support and promote improvements to transport infrastructure, including the public realm and servicing improvements necessary to mitigate the impacts of increased passenger numbers and integrate the infrastructure into the local area, including the following major projects over the lifetime of the plan:

- Crossrail, including new stations at Paddington, Tottenham Court Road and Bond Street;
- improvements to stations, prioritising access for all, reducing pedestrian congestion within and around the station, and providing a safe, convenient and
- attractive environment, including Victoria, Paddington, Tottenham Court Road and Bond Street;
- improvements to the public realm, focusing on meeting the needs of people with disabilities and more vulnerable people, and enabling people and businesses to make more sustainable choices;
- increasing cycle parking and improving safety for cyclists where this would not compromise pedestrian movement including public cycle hire schemes throughout Westminster, and indoor cycle storage and supporting facilities at major transport interchanges;
- improving way-finding and legibility around Westminster to facilitate pedestrian movement;
- improving the convenience, connectivity, attractiveness and safety of Westminster's linear walking routes, including the Blue Ribbon Network and connections within and between Westminster's open spaces;
- improvements to local bus and taxi infrastructure; and
- improvements to river services and piers, subject to Policy CS36 Blue Ribbon Network and the ability to secure adequate space to accommodate the peak flows to/from boats.

Longer term projects which are likely to extend beyond the life-time of the plan are:

- Crossrail 2; and
- Cross River transport link.

# Glossary

## Accessibility

The ability of people to reach places and facilities, including elderly and people with sensory, movement or learning impairments, those with young children and those carrying luggage and shopping.

**Appearance** The look, aspect and visual character of a building, area or city.

## Architectural Quality

The intrinsic merit of a building as measured by the use of materials, finesse of details, style and relationship to context.

## Brick bond

A way of laying paving slabs where the perpendicular of one course is at the mid point of an element in the course above / below.

## Carriageway

The part of the highway used for wheeled vehicles to pass and re-pass. (See definition of Highway, below)

## Character

The distinctive or typical quality of an area, as described by historic fabric; appearance; townscape; and land uses.

**Cherished Item** 'Cherished Item' refers to historic, architecturally and or artistically important items of street furniture and surface materials which are valued for their distinctive character and their aesthetic and cultural contribution to the street scene. This will include all items of listed street furniture and various non-listed items which make a unique contribution to place and which should normally be retained.

## Conservation Area

An area of special architectural or historic interest

designated by the local planning authority under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, the character or appearance of which it is desirable to conserve (sustain and where appropriate enhance).

## Curtilage

Land which is enjoyed together with a building. de facto public highway. See definition of Highway, below.

## Equality Act 2010

This Act consolidates race and disability legislation and replaces the former Disability Discrimination Act 2005. All service providers will have a duty to make reasonable adjustments in relation to the physical features of their premises to overcome barriers to access by disabled people.

## Footways and footpaths.

The part of the highway network on which people walk or perambulate in wheel chairs or child's buggies (see also highway definition below). Because of the use of the word pavement in the US for people to drive on (where sidewalk is the equivalent of footway) the term pavement is generally not used. Footways are paved with paving slabs and where traffic is excluded large areas are called paved areas, piazzas or oases. Westminster has no definitive map of public footpaths, but some urban paths may sometimes be called footpaths, courts or alleys.

## Form

The layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) of buildings and development.

## Fruin JJ

Author of the methodology and appraisal of pedestrian flow and crowding characteristics. This established 'service levels' from A to F and use of the method gives an indication of free flow or ability to predict when frustration or dangerous crowding may occur in confined places. Now developed into a predictive computer modelling system called Legion which is adopted by TfL and refined for street use in Pedestrian Comfort Guidance.

## Green Corridor

Formally approved major routes into and out of the city targeted for soft landscape design initiatives and improvements.

## Hierarchy

The physical form of the city is organised on a hierarchical basis – from the layout and relationship of squares, streets and mews; to the arrangement of buildings; and to the order of elements within an individual building. To give an example: the Portman Square area is organised with the Square being the principal focus of space and grand buildings; secondary and tertiary buildings to streets of equivalent stature and serviced by Mews to accommodate vehicles etc.

## Highway

The council and in places the Royal Parks and Transport for London are the highway authority, and have responsibility for maintaining areas of land surface to allow the public to move along a route. The subsoil under the land taken for this purpose generally remains the property of the adjoining owner. 'Two spits deep' is the traditional understanding, but in practice it means the areas taken for sewers and services that are maintained by the above authorities. When highways were taken at the times of the enclosures of the early 19th century they were often forty feet wide and the whole width was available for movement along the route. The carriage and later the advent of the motor vehicle in particular created the need for a place for carriages (the carriageway) which defined a zone for wheeled traffic in the middle of the highway. This allowed the margins to be the

place for pedestrians / animals etc (the footway). In rural places this was also colonised by vegetation. In towns, particularly in the Georgian and Victorian eras, basements were excavated and vaults for coal storage made under the footway (with coal hole covers) and the spoil from the excavations made up the level of the highway. When the basic design was converted to shopping uses, the vaults and basement 'areas' (light wells to the basement front rooms) were covered over and delivery hatches or pavement lights were incorporated or paved differently to the public footway. These are often referred to as private forecourt. On redevelopment in the 20th century this somewhat domestic arrangement got absorbed into commercial foundations and the perimeter was often lit by pavement lights (Lenscrete is a commonly found manufacturer) and the public have been able to use the area as if it were part of the public highway. For the purposes of calculating available highway width, this is regarded as 'de facto public highway'. Owners sometimes make it clear that it is not dedicated as highway with a notice or other marking, but for calculating available footway width it will be regarded as the 'pedestrian clear zone' if not marked, or is otherwise clearly different from the footway, or the person asserting that it is private provides proof. In some street blocks the situation may vary as a result of development at different times. In such cases the situation will be assessed on its merits. There is a presumption that if the council has maintained, cleaned or repaired the area or that the public have used the land as highway for at least 20 years, it has been dedicated as a highway even if privately owned.

## Historic Fabric

Surviving original and historic structures in the form of buildings, their construction, details and decoration.

## Historical Development

The history and physical patterns of growth and development including prevailing and former uses; historic patronage; ownership patterns; estate boundaries; surviving historic influences such as Roman and Medieval roads, early settlements and

buildings; historical events; and their combined influences on the evolution of built form.

### **Kiosks**

Small structures in a street or park for giving a service or very quick sales - can include internet or telephone kiosks. Generally, in the street, they should be the smallest practical footprint to achieve the service being delivered.

### **LAA**

Local Area Agreement – a document that aligns revenue spending aspirations across public bodies in an area under the new planning system.

### **LARP**

Local Area Regeneration Partnership.

### **Landmark**

A building or structure that stands out from its background by virtue of its height, size or some other aspects of design. Such a building is often deliberately placed on a planned axis or townscape vista.

### **LDF**

Local Development Framework – the new name for the main planning policy document that guides spatial change and investment in infrastructure across an administrative area.

### **Legion**

A predictive computer programme that indicates pedestrian crowding, based on the work of J J Fruin.

### **‘Listed’ structures**

Buildings [or other artefacts] of special architectural or historic interest that make a positive contribution to the character and appearance of a conservation area – buildings which, by virtue of their age, materials, design, appearance, historic association and use, reflect those buildings characterising the historic building stock of any particular conservation area. Identification of these buildings and their inclusion in a list of such buildings compiled by the government is an indication that any proposals for demolition and loss are likely to be resisted.

### **Massing**

The combined effect of the height, bulk and silhouette of a building or group of buildings.

### **On-street Parking**

Parking for a vehicle that is provided on the highway.

### **Off-street Parking**

Parking for a vehicle that is provided in car parks or garages or in open areas or individual hardstandings within sites.

### **Officer Review Group**

Westminster Council’s officer group meeting regularly to review and coordinate practice and proposals.

### **Panorama**

A prospect of the city; a viewpoint with a continuous series of scenes.

### **Pedestrian clear zone**

The area available for the pedestrian (including wheelchair user, pram, buggy) to walk without obstruction. Also known as the ‘clear footway width’. The useable zone to accommodate the flow of pedestrians between the street furniture zones (and space to use the street furniture) at the back of footway (if any) and that placed adjacent to the kerb (if any). The minimum width for any new design should be 2 m but may need to be greater when foot traffic is more intense. In intensely used locations it may have to be the full width available, even if this is less than the desirable width for the peak time foot traffic if it were being designed today.

### **Pedestrian Comfort Guidance**

TfL commissioned guidance (published 2010) on widths of footway necessary for comfortable use.

### **Permeability**

The degree to which an area has a variety of pleasant, convenient and safe routes through it.

### **Preservation**

Work undertaken only when necessary to ensure the survival of original fabric. No new work or addition is involved.

## Public Art

Permanent or temporary physical works of art visible to the general public, whether part of a building or free standing: can include sculpture, monuments, statues, lighting effects, street furniture, paving, railings and signs.

## Public Open Space

Land used by the public for recreation or as gardens which enjoys special protection. The loss of public open space is generally not permitted.

## Public Realm I

Public realm (in its broadest definition) relates to all those parts of the built and natural environment - public and private, internal and external, urban and rural - where the public have free, although not necessarily unrestricted, access.

It encompasses: the streets, squares and other rights of way, whether predominantly in residential, commercial or community/civic uses; the open spaces and parks; the open countryside; the 'public/private' spaces both internal and external where public access is welcomed - if controlled - such as private shopping centres or rail and bus stations; and the interiors of key public and civic buildings such as libraries, churches, or town halls. This wide definition identifies a broad range of contexts, which might be considered 'public' from the 'everyday' street, to covered shopping centres, to the open countryside. Inevitably the management of these different types of context will vary greatly; not least because:

The latter two examples are likely to be privately owned and managed and therefore subject to private property rights, including the right to exclude; The shopping centre is internal rather than external and will be closed at certain times.

The intensity of activity in the open countryside is likely to be vastly less (at least by people) than in the other two contexts.

For these reasons, a narrower definition of public realm might exclude private and internal space, as well as the open countryside.

## Public Realm II

Public realm (as a working definition for the application of this document) relates to all those parts

of the built and natural environment that the public can view or visit - essentially the spaces between buildings, whether managed by public or private bodies.

## Private forecourt

See definition of Highway, above.

## Retail Kiosks

Semi permanent retail outlets for the time being allowed to be located on the highway.

## Royal Parks

The Royal Parks in Westminster are Hyde Park, Regent's Park, Green Park, St James's Park and part of Kensington Gardens. They are Crown Land and managed by the Royal Parks Agency (RPA). Grosvenor Square is also run as a Royal Park.

## SCS Sustainable Community Strategy

The key document for the local strategic partnership that pulls together the visions for public bodies working in an area based on evidence of need from partners and communities.

## TfL

Transport for London

## UDP

Unitary Development Plan

## Scale

The impact of a building when seen in relation to its surroundings, or the size of parts of a building/its details in relation to the size of a person.

## Section 106

A section of the Town & Country Planning Act 1990 that enables binding contractual obligations to be made between parties to provide works or contributions to mitigate the effects of a development.

## Sense of Place

The unique perception of a place created by its local buildings, streets, open spaces and activities. The more distinctive the place the greater the sense of being special, attachment and belonging. A

character which is greater than the sum of the constituent parts.

### **Spaces Between Buildings**

Streets, open spaces, and squares together with the landscaped areas of developments that form the public realm and are the 'glue' which binds the townscape together.

### **Stack bond**

A way of laying out paving slabs in a chequerboard pattern where the joints form a regular grid.

### **Street Furniture**

Structures and equipment in and adjacent to the highway which contribute to and are essential for the amenity and management of the street scene, such as bus shelters, litter bins, seating, lighting, railings and signs.

### **Sustainable Development**

Defined as 'ensuring that the needs of the present are met without compromising the ability of future generations to meet their needs'. (Our Common Future, World Commission of Environment and Development, 1987). The city council supports the principle of sustainable development and has approved a Local Agenda 21 strategy and action plan.

### **Topography**

The underlying geology and landscape form of an area, including rivers and watercourses, valleys, hills, field patterns and boundaries.

### **Townscape**

The ensemble of buildings, streets and spaces and their collective contribution to the character and appearance of an area.

### **TPO (Tree Preservation Order)**

Trees enjoy special protection under the Town and Country Planning Act 1990. If a tree is protected by a TPO then it is an offence to top, lop or fell it without consent.

### **Trees in Conservation Areas**

Those trees in conservation areas that are found on the highway or in other places in the public realm

are often the responsibility of the city council and as such are safeguarded. However those trees in private ownership without express tree preservation orders (apart from those under a specified size or dead, dying or dangerous), are also protected by legislation. The council must be informed six weeks in advance of any proposed works in order to assess the implications of the works on the character and appearance of the conservation area.

### **Trees in the Highway**

Trees in the highway are the responsibility of the council and as such cared for and protected and can be regarded as optional street furniture.

### **Urban Design**

The art of making places. Urban design involves the design of buildings, groups of buildings, spaces and landscapes in towns and cities and the establishment of policies, frameworks and processes that facilitate successful development.

### **Urban Morphology**

The pattern of the arrangement, hierarchy and size of buildings and their plots in a settlement and their overall relationship to the distinctive layout of streets, squares and open spaces of a particular place.

### **Vernacular**

The way in which ordinary buildings were built in a particular place, making use of local styles, techniques and materials and responding to local economic and social conditions.

### **World Class city**

A globally successful business location paralleled only by a small number of the world's great cities such as London and New York, measured on a wide range of indicators such as financial services, government, business, higher education, culture and tourism.

