Draft - for public consultation

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.

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 5 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.
## Contents

1 - Foreword 5  
2 - Introduction 7

### Part 1 - Strategic guidance 11

3 - Westminster’s heritage 13  
4 - The Westminster Code 17  
5 - The Westminster Palette 21  
6 – Evolution of a new project 23  
7 – Role of management and repair 27  
8 - Area application 31

### Part 2 - Topic & technique guidance 39

9 - Design of paving & streets 41  
10 - Green spaces, squares & trees 53  
11 - Lighting Westminster 65  
12 – Exceptional projects 75  
13 – Reducing Street Clutter 79  
14 - Commerce on the street 87  
15 – Public art 97  
16 – Implementation 101  
Appendix 1 - placement 103  
Appendix 2 - decision network 106  
Appendix 3 – STRA policies 107  
Bibliography of other guidance 109  
Glossary 110

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:

- Paving 51  
- Green spaces, squares and trees 63  
- Lighting 73  
- Exceptional projects 77  
- Reducing Street Clutter 85  
- Commerce on the Street 95  
- Public Art 99  
- Implementation 102
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
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 has been slightly updated and developed in the South East Regional Edition and the London guidance is being updated in the light of experience. 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 particularly concentrates on residential developments on newly or redeveloped land, there are principles applicable to the city centre and its streets. Moving away from over emphasising the predominance of vehicles in highway planning and management has been a feature of the last 25 years and can be brought to Westminster’s streets. This document attempts to localise that advice and advice and vary it 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:

- dropped kerbs (alternatively elevated tables for mobility impaired)
- appropriate use of tactile paving and colour contrast
- 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
- 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 is now felt that it should have the status of a Supplementary Planning Document to formally state 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 component of the Westminster Way suite of documents, which represent, collectively, a comprehensive Public Realm Strategy for 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 adopted UDP (January 2007) being replaced by the LDF and Core Strategy. It has a first part dealing with principles and an aspiration to high standards, and a second part with chapters offering more detailed and area / topic based guidance, where possible without being too prescriptive, on the ‘what, where and why’ of public realm design and management in the city.

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 in particular those with impairments. It advocates that all need to ‘join-up-the-thinking’ and endorses team working and peer group critiques as part of the design process. Its key audiences are:

- All council officers engaged in activities that impact on the public realm
- Consultants and contractors engaged in projects for the council;
- Designers creating areas of public realm for 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.

It does not make policy but interprets how existing policies are applied in differing circumstances found 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 core research findings of 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 new Local Development Framework emerges it will become a Supplementary Planning Document and is being prepared on that basis to complement the Core Strategy of the new system. In accordance with Government guidance, it does not repeat the detailed policies and audits as these are available on-line. At the time of publishing its status and relationship to the LDF process is [to be updated at publication time] It is worth quoting, however, some strategic policies in the first section of the UDP that were influential in its creation. The particularly relevant ones pertinent to the public realm are reproduced in Appendix 3.
Structure

14. The information and guidance in the overall approach the council takes is tiered in four levels:

**Level One  (Part 1 of this document)**
Westminster Way: Strategic Guidance – Sections 1 - 8

This section contains the over-arching guidance 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)

**Level Two (Part 2 of this document)**
The Westminster Way: 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

**Level Three**
(Not always SPD or SPG and not part of, but complementing this policy based guidance and often used to guide investment and funding) It is simply a bibliography of other documentation on maintenance processes, investment programmes in the public realm on, for example, Open Space investment, cycling, walking and wayfinding initiatives, Area Action Plans, and cross border and cross agency initiatives. A list at time of publication is set out in the Bibliography of other guidance and, in association with work at Level Four (below), it will be changed and updated on the council’s web site to keep it up-to-date.

**Level Four**
The Westminster Catalogue
Produced in a digital format, but printable as pdf pages, The Westminster Catalogue contains a readily updatable reference source of product reference 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 relevant reference material and points of contact within Westminster City Council undertaking audits and maintenance. This section will be changed and updated as necessary and is a living document and therefore not a formal part of the SPD, but supports the policy explanation and application in Level / parts 1 & 2.

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 strategic guidance for the city as a whole and is arranged in the following sections:

**Section 3 – Westminster’s Heritage**
Presents 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 geographically distinct and limited palette of items for 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 the unwanted and substituting the wanted features through maintenance.

Section 8 – Area Application:
Provides an outline of the areas of the city where special circumstances apply.

Part 2 Topics and techniques
Here greater detail is set out in respect of Westminster City Council’s approach to street design, street management and open space design and tree management plus ancillary matters in the chapters at level 2. These chapters give context to the detail 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
• Westminsters 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.
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.

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 greater 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 or landscape.

Westminster City 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

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.

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

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.

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.

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

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 obstruction.

- 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 and societies.

27. Public utility companies have powers to carry out many activities, not actually requiring planning permission, that can change the face of the city. When ‘listed’ structures are involved a rigorous set of checks is in place with English Heritage as a key consultee but it is always 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 is required from the Government Office for London (GoL) when consent for alteration is needed.

28. Many schemes link to the activities and standards of the Greater London Authority (GLA) Transport for London (TfL). Other third parties such as the large estates and developers with large property portfolios also need to dovetail their approaches with that of the council or vice versa; as do the major utility companies and their sub-contractors operating in Westminster such as Thames Water and EDF. This document, through the consultation process to its
adoption, seeks to achieve that consensus. It should influence policy development or evolution in those organisations as well.

29. Because the planning system does not always directly control development on public land when related to the delivery of a service by the relevant authority, this document seeks to harmonise those sections of Unitary Development Plan policy that relates to private land and development with those works that are exempt and unify the standards applied in all parts of the public realm. As the planning system evolves into the new Local Development Framework, it is legitimate to include topics that were once outside the former guidelines and include aspirations to economic development, infrastructure and sustainability for instance.

30. Unitary Development Plan policies relating to public realm and townscape, have been drafted in respect of the things that can be controlled through the mechanism of granting planning permission. Whilst this document expands on that and its localised application, it expects the council’s own projects to develop as if they were subject to the same controls and achieve the same standards. This reaches across to influence others using the same ‘permitted development’ provisions of the planning system. At times Westminster works with partners such as Camden in respect of Fitzrovia, 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 key initiatives are shown in Map 1, above. The LDF process expects a sub regional context and alignment with projects and initiatives in adjacent areas.

31. In the ever changing world, documents will come and go or be updated. It is not the place of this document to repeat UDP policies, these are available on the internet but as a useful guide, those guidance documents with particular relevance to the public realm are listed in the Bibliography.
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. It sets the context for developing the key policies in the UDP (which are DES 1 & 7 in Chapter 10) but as that applies principally to situations that require planning permission, this document extends those principles to projects undertaken by Westminster City Council on its own or with partners and developers that often do not require planning permission if carried out as Permitted Development.

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 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 maintained to absolute minimal levels. This will ensure ease of pedestrian / visitor 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.

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 suite of advice is:
Keep it simple, keep it Westminster.
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.
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. The UDP defines street furniture, in its glossary, 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 the 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 parts of the Westminster Palette are contained in the Part 2 topic chapters that form the design and management guides.
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.

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.

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**

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).

<table>
<thead>
<tr>
<th>Stage</th>
<th>Description</th>
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</table>
| 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 – Clear Zone & quality check  
Check 5 – Key Stage Review / scheme approval |
| 4. Implementation | (including inclusion of new items into catalogue) |
| 5. Maintenance & Monitoring | Review of new items & deletion of failures |
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 11, 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 11) 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 “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 to help provide clear and direct movement of 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 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
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 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 Disability Discrimination Act 2005. 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, simplifying stock control of components was one of 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.

**Diagram 1** – Clearances need to take into account highway and disability concerns. The minimum pedestrian clear zone should be 2m but in some busy places it may need to be much more. See chapter 14.
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 - including City Inspectors, City Guardians, Road Management Inspectors and Civil Enforcement Officers - 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. In the new council structure the frequency is finalised by the Transportation Commissioning Team and the Street Management Delivery Unit, taking account of the intensity of wear, damage and abuse in an area. 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:

• 400 x 400 small element slabs.
• 100 x 200 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, lamp column or parking pay meter.

• 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.

Photos: Things to be avoided - see list above.
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 keeps signs clear and visible. Owners will therefore be encouraged to manage their trees, hedges and shrubs so that 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 introduces 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.
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 preserve and enhance the character of these areas, and in the case of the World Heritage Site have a management plan to protect its worldwide significance. Map 2 shows the conservation area and World Heritage site coverage in blue tint. 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 areas of the city and a palette of components for all parts of the city (except Areas 2 and 41 that comprise the Royal Parks) including the less historic parts.

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. A management plan has been agreed for the World Heritage Site.

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, 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 x 600 paving slabs in 600 mm courses with alternate courses started with a 600 x 600 slab giving a 150mm offset to joints. Random length or 900mm slabs are 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

8 - Area application
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 Halfield Estate
48 Haymarket
49 Lillington Gardens
50 Lisson Grove
51 Regency Street
52 Peabody Avenue
53 Queensway
54 Chinatown
55 Peabody Estates
Map 3 - Areas where there are principal lighting differences.
be used 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). 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. The most common exception to the above is when a mastic coating is required due to local circumstances (e.g. shallow depths above basements or voids) and where granite or other very hard material is the only practical solution.

69. Street lamps will generally be the iconic Westminster design known as the Grey Wornum lantern that comes in two sizes for 5 m or 6 m pole top and wall mounting in the small version and 8 m in a large version. There is an identified need for a 10 m version, for which the working title is a Giant Grey Wornum, for wide distributor roads and similar locations. 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 may evolve or change as new designs are released that survive the hard wear in Westminster streets. 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 will be the pan-London design agreed by the council.

72. Efforts must also be made to co-locate traffic lights, regulatory signage etc. on existing street furniture and make appropriate use of way leave 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. The main areas of character difference are defined by their lighting as 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 controlled 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 self effacing wall mounted modern lighting units.

- **Chinatown**. Street furniture here was painted red and gold from 1986 to 2009. 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 favoured here and these will be accommodated where possible. Bollards of the Comyn Ching type are only used here. A centenary system for 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**. An area where an exception was agreed to give 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.

- **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 x 750mm 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 600mm 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.

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 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.
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) in place of ill considered shared surface projects that require a line of bollards to protect weak substructures.

80. Where security issues dictate a need for a perimeter line of bollards, they should be in a logical and tidy line with a 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.

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 slaps, 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 cole-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, in recent years change has occurred that has damaged the character of some of Westminster’s streets. As Westminster City Council has a statutory duty to preserve and enhance its conservation areas - which comprises about 80% of the city’s administrative area - these changes must be reversed.
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
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

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.

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.

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 historic 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

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.

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.

Other footways have been repaved in ‘small element’ paving systems either completely or in a margin of three courses behind the kerb. These introduce an alien element and in the case of divided footways reduce the elegance and feeling of space. When the time comes for renewal these small element areas should be replaced with paving of 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

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 setts have been used but these have created problems for users with mobility impairments. The
Map 5 – Exceptional areas with enhanced conservation area paving expectation - Central part of the city.
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. Size 3 setts are generally 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 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 on renewal are:
   • 400 x 400 small element slabs;
   • 100 x 200 concrete pavers with chamfered edges;
   • coloured concrete paving slabs (sometimes called Saxon ‘Yorktone’ or ‘Perfecta’ paving slabs); and
   • clay pavers in brick size modules.

Carriageways

98. Carriageways have been variously unbound aggregate material, wood block, granite sett or more recently tarmac. 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 tarmac 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 6 of the following tests can be satisfied.
   • the traffic should be generally light and slow moving so there is not rumble from the jointing or tracking from regular HGV or PSV routing and the depth of the sett appropriate to the traffic volume and type.
   • the part of the network should not be so sensitive that servicing is impossible when blocks of the
Map 6 – Exceptional areas with enhanced conservation area paving expectation - South part of the city.
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 issue.
- there is funding to install and maintain the option with sustainable mortars that allow re-use and survival for several generations, and that inspections after disturbance or use of specialist contractors will ensure sound and proper reinstatement.
- the sub structure is suitably constrained 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'.

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 and a black finish is preferred unless an alternative 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 but can in certain circumstances be 300mm deep. These are heavy units and have to be mechanically handled. Only in exceptional circumstances should smaller dimensions (generally 150 x150) be employed and 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) The ‘base standard’ is the 600 mm coursed artificial stone paver (ASP) with the traditional British offset bond of 150mm. At the kerb edge there should be alternate 600mm then 750mm slabs with 750mm slabs used thereafter. The back edge may be infilled with 600mm 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 or granite is appropriate. The standard 600mm couring 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 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 450mm 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 a non-standard width course used to accommodate any awkward spacing.

107. Slab lengths will become more random in time and this is acceptable as it adds a subtle character to the streetscape. However, limits will be set on the smallest remnant that can be used (generally half the width of the course - cutting ASP slabs is not applicable). Finally, re-use is better than discarding usable material and total replacement on economic, aesthetic and environmental grounds. Maximum length will generally be 900mm, 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 and 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 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, spit drinks, gum, and other waste causes intense cleansing problems but the environmental quality needs to be particularly high, granite provides the most durable surface material and can withstand intense wear and hot and pressure washing. It is also attractive in some shared surface areas and small streets. The principal locations where granite is expected is also on Maps 4 - 6. Setts are discussed earlier and in the catalogue. 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 450mm x 600mm (or random length). This has been used by the council 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.
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 x 250 x appropriate depth (150 or 180mm), 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.

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 suites 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 preferable to the ‘down and up’ of a dropped kerb, but sometimes it is unavoidable. 115. Some crossing points at junctions and islands are expected to be marked by tactile warnings. Although a Best Value Indicator is used to note Westminster City Council’s performance on providing these, using the full guidance specification results in a design that disadvantages people with other disabilities and ruins the visual unity of the streetscape. The design language is thus confused and confusing. 116. Westminster City Council has long insisted on deleting the tails that reach back across the footway and the pink and buff colour. Natural colour cast slabs and slip resistant studs are the preferred solution, or with the domes being ground out of natural material where this is used in high quality schemes. The strip of tactile warning should be parallel to the danger and the depth dependant of the design of the junction. It will vary between 800mm and 1350mm and 800mm – 900mm is preferred. This variation to national advice was the least that will give a visually impaired person a useful guide, but the diagram opposite shows a new version (for consultation) that is promoted as a way of giving some help to the visually impaired and leaving half the crossing with just a 200mm tactile band, but otherwise left clear of texture for those who suffer from its effects. Concept sketches of commonly used features are set out in diagrammatic form in the fronticepiece to this chapter and in the Catalogue. As a matter of routine they are reviewed with construction details as part of regular contractor liaison and improved as experience is fed back. Partners and new contractors using these details should request the current detailed 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 50mm 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 paved zones and historic core areas, the provisions in the Regulations for reduced marking within such zones is to be encouraged. If British practice needs to be challenged to achieve the results now being installed in continental cities, the issue is to be brought to the Officer Review Group for endorsement and reference to the appropriate authority. Similarly, advertisements are not welcome on the footway either fixed by adhesive or projected (except for opening events at theatres where an exception is made).

**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 small element paving and asphalt
- 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;
- Expecting inspection covers to be reduced in 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 1350mm 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 800mm, reducing to 200mm on the left hand half.
- 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 city 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.
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 Public and Private Open Space Policy (ENV 15 Section B) and the Trees & Shrubs Policy (ENV 16) 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.

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 an emerging strategy titled ‘Trees and the Public Realm’. 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 and diverse 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 preserve and enhance, some 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 by the Victorian speculative developments were planned with garden squares providing the ‘green
Map 7 – Principal open spaces and areas of shortage.
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.

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 indeed 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 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 city council is evolving 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. 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 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
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’.
carried out under duties imposed by the Disability Discrimination Act 2005, 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 exiting 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 Westminster City Council has a duty to preserve and 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 obverse 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).

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 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 rooflines. 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.
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.

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 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 a spare area of footway will cling to a wall of another owner).

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, DDA 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 or enhance 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.

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

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 (trunk 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. Theatrelan, 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 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)

Nodes
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

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

Restored fountains at Marble Arch use the latest colour change LED lighting to add interest.
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. 2012 will be a particularly key year with the Olympic Games and the Paralympics. This sets the time scale and context for making London’s lighting and public realm special for the focus these events will bring to the city. The improvement brought will then be part of the legacy for future years.

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 preserved and enhanced. 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.
12 – Exceptional projects

Objective
201. This chapter develops the principles set out in policy (DES 1) in the UDP 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, Victoria and the Paddington Special Policy Area 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.
Coordination mechanism – an Officer Review Group

206. The mechanism for approval and coordinating 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.
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 our 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 in some locations could also contain:
- Oyster card renewal
- paper ticket sales
- area maps and wayfinding
- bus route ‘spider’ & system maps
- seats
- passenger information by poster, touch or announcement screens
- WC compartments for bus or taxi drivers
- public WC’s
- news vending kiosks
- cash machines (especially in areas with no service from bank ATMs)
- telephone
- control equipment for traffic signals or CCTV
- telecommunications equipment for nearby antennae/wifi
- Bluetooth connections for portable equipment

215. Information points or shopping directories could also contain:
- seats
- shopping information by poster, touch or announcement screens
Above: diagram 5 showing typical placement regimes in a narrow street.
Below: diagram 6 showing typical placement regime in a mews or alley.

In narrow streets consider wall mounting of lights and minimum clearances of 900mm - planting inappropriate and bollards only to protect fragile vaults.

Where footways have to retain lamp columns they should carry some information to minimise other poles, but more than two additions becomes clutter.

Courts and alleys are best kept clear of obstructions and wall mounted lighting is preferable if wayleaves can be negotiated - otherwise leave 2m clear zone.

In mews vehicles use the full width and lighting needs to be at the side. Wall mounting is preferable if wayleaves can be obtained otherwise column mounted at edge.
• telephone
• telecommunications equipment for nearby antennae
• control equipment for traffic signals or CCTV
• Bluetooth connections for portable equipment

216. Recycling points could also contain:
• telecommunications equipment for nearby antennae
• control equipment for traffic signals or CCTV
• storage for street sweepers’ supplies

217. Lavatories could also contain:
• external seats (for perching or sitting attached to the outside of these structures)
• passenger / wayfinding information by touch or announcement screens
• telephone
• telecommunications equipment for nearby antennae

218. Small footway shops (as kiosks) or bigger structures in paved areas could also contain:
• Information / wayfinding by poster, touch or announcement screens
• WC compartments for public (or operators where these are catering types)
• cash machines (in areas with no service from bank ATMs)
• telephone
• telecommunications equipment for nearby antennae

Westminster carriageways and footways

The Carriageway Function
219. The carriageway is the principal place for vehicles and in most cases it will remain black asphalt. Granite setts are a humanising alternative if laid to a specification that minimises maintenance issues, tyre noise and problems for people with mobility problems. The addition of buff anti skid surfacing is tolerated at crossings and signalised junctions but other colour coatings and excessive 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 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 is requiring a minimal installation of markings and other street furniture, particularly signs and guard railing.

221. Parking for delivery is part of the carriageway function and sufficient of it to keep businesses functioning will remain there, 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 appears to be the footway. 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.

The Footway function
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. Getting lost, frustrated or worse is an experience to be avoided. The Legible London Prototype Pilot launched in November 2007 provides a promising way of giving better information with less clutter overall.

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
Above: diagram 7 showing typical placement regime in wider street.
Below: diagram 8 showing typical placement regime in a boulevard and bus route.

Trading on highway must leave 2m footway width
In this case there is no room for a street furniture ‘zone’
but individual poles can intrude providing the pinch point
is localised at the pole and not linear.

New boulevard planting must allow for growth into the
path of bus tracks and be planted to minimise future
interference. Trunk centre at least 1.8m from kerb edge.
to confirm one’s location is a key requirement and any omissions and problems 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 on bus, tram and taxi structures and most importantly at Underground stations. 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 are most easily understood and predicted in the confined spaces of station concourses, passageways, stairways and underground tunnels. The work of Dr J J Fruin is well known in this respect and may have to be applied to footway flows in the streets if they are approaching dangerous levels with pedestrians migrating into the carriageway. Obstructions may have to be removed if flows change as a result of development to provide more footway width. Whilst a desirable minimum for footway width is 2 metres (to allow two wheelchairs or a pram and wheelchair to pass) this is increased 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. The Fruin principles have now been incorporated in predictive software called Legion which is endorsed for use in London by TfL and will, where necessary, be used to verify that widths can accommodate flows and will not cause congestion to the point that people migrate into unsafe places such as a trafficked carriageway.

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 in this section show typical situations found in Westminster and show graphically how features and equipment should be laid out.

**Items on the footway**

227. Ideally the back edge of the footway should be kept clear of all obstructions as long cane users can use the back edge of the footway 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 450mm 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 and parking meters plus 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 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 decluttered, but all the others should be subject to strict assessment to see if the obstruction is necessary or could be done another way (plates 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 rethought. 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 300mm high and 150mm wide has been found to be good practice and tolerably neat. More accretions starts to look unsightly. As a general rule two additions to a post is the maximum desirable.
WiFi has added useful but barely tolerable additions to unlisted lighting columns and has, wherever possible been located on traffic signs and posts that have less intrinsic interest. Signs over to 300mm high, or more than two fittings / notices must go through the exceptions procedures.

Plates giving delivery and parking times can be fixed to walls or railings but sometimes a short post at the back of the footway is a preferable 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 the appendices.

Where streets have footways less than the recommended width in Manual for Streets (2m) there should be no significant obstructions, Isolated poles creating a pinch point of no more than 300mm in length, leaving a passage of 1.2m is tolerable and 1 metre a bare minimum. There should be no extended length of narrowing.
(more than 2m) public footway hemmed in with obstructions. Short lengths of narrowed footway at 1.5 metres are tolerable in mobility guidance although the tolerable length at 6m is considered too much in busy streets and 3m 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 clear zone can cope with the pedestrian numbers at peak times. Mobility guidance suggests a minimum width of 3m at bus stops and 4.5m 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 100mm should be present backed up by enforcement. This is preferable to a line of bollards that are an impediment to people with impairments.

234. Trees must be planted to allow for growth when placed in the street and this is particularly important where that 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 and placed to clear a high sided removal van or similar. Large trees should be placed in footways at least 5m wide and be at the back of footway or in the street furniture zone near the kerb, never in the clear zone. Forest size trees may achieve trunk diameters of about a metre so for the purposes of calculation a pit size of 1200mm square is assumed with the trunk planted centrally. The pit should start a 600 plus a 750 slab (total 1350mm) from the inside edge of the kerb or 1650mm from the kerb face. With the pit and this spacing the inside edge of the pit will be 2850 from the kerb face. Add the 2m clearance for the pedestrian passage and one is just short of the 5m 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 but re-use of the historic red boxes and a basic provision for public service provision will be encouraged provided it does not result in more advertising in the street, particularly video and illuminated poster advertising.

**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;
- The design and supply industries may need to be challenged to provide more 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 to not clutter the bigger picture.
- Promote use of wall-mounted signage via wayleaves.
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. The 2012 Olympics, major transport 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 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 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 general street scene and considerations of safety for pedestrians and others. 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 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 is a duty added by the Disability Discrimination Act 2005 to ensure people with disabilities have the same access as able-bodied people. This creates a new 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.

240. Clear pedestrian ways must be left at appropriate widths for the people using that section of street at peak times. This means that there is no room for irrelevant or unnecessary obstructions – everything in the street therefore needs to have earned its place, or its right to retain its place.

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 these “rivers” free-flowing is an important duty in managing the highway network.

242. Under the legislation in respect of managing conservation areas, there is a duty to preserve and 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 us to
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 power 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 and 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 its return to the previous use on vacation. However, in the case of uses that will only take place for part of each 24 hours, such as tables and chairs, the permission is effectively for a mixed highway/commercial use. Furthermore, if a temporary (limited period) permission is granted, the use can revert to its previous use without permission when the allowed use ceases. 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 implications can be 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.

244. Under present legislation a commercial organisation can only have a six-month temporary street trading 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, we will need to review the planning situation to decide whether 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
licences and permissions, and as noted above we now have an even greater duty to ensure the ability of people with impairments to get about the city is not compromised. This means that existing permissions and licences will need to be reviewed carefully when they come up for renewal. As greater emphasis is given to walking and more people are brought into central London by projects such as Crossrail, it is essential that management of the network is exercised to make sure the “rivers of people” are not obstructed.

246. Whilst the worst cases are clearly the most important to correct, a line has to be drawn under cases that could be cited as precedents based on former practice. No further obstructions will be allowed that breach the above principles. 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 bad practice.

Standards for pedestrian mobility

247. 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, for example, 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 clear zone, inside any street furniture by the kerb, or objects at the back of the footway. Where there are narrow streets in historic areas from the Georgian and Victorian periods (or earlier) pinch points can be tolerated down to 1 m for no more than the distance occupied by a large street lamp column and base (approximately 300 mm). Manual for Streets recommends local narrowings on a national basis to be acceptable at 1.5 m for constrictions no longer than 6 m in length. This is considered too long a constriction of the streets in Westminster and for sections down to 1.5 m, 3 m is considered acceptable length for people with wide prams or wheelchairs to negotiate getting through in lightly used footways.

248. The city needs standards for busier streets and it is appropriate to align standards with the Transport for London Road Network (TLRN) which have been adopted for general use in the Royal Borough of Kensington and Chelsea flanking Westminster’s western boundary and are reproduced below. These are WCC’s interpretation of numbers for categorisation based on Gehl’s research:

**Light**
- 2 m minimum clear zone required - limit of definition is 25 people / minute through a 2 m gap

**Medium**
- 3 m minimum clear zone required - limit of definition is 40 people / minute through a 3 m gap

**High**
- 4 m minimum clear zone required - limit of definition is 50 people / minute through a 4 m gap

**Intense**
- No reduction in available width at all, as pedestrian traffic is > 50 people / minute.

The peak pedestrian traffic levels will be reviewed from time to time and maintained as a live information source on the council’s website. Where the existing width is less than the desirable for the peak pedestrian load, then the provision in the intense category takes effect and no reduction of width of the footway is acceptable. The TLRN standards are illustrated in the TIL guidance by photographs indicating levels of activity; however Westminster makes reference to studies undertaken by the Danish urban designer Jan Gehl for TIL and others, where he observes that people migrate to other routes if the traffic density exceeds 13 people per minute per metre width and this has been the case over 30 years of observation. These figures (rounded) are therefore used as an indicator in the four categories in above. More sophisticated computer modelling programmes such as ‘Legion’ exist, and in any dispute it may be necessary to commission a ‘Legion model’ or a manual exercise using Fruin methodology. Both use ‘service levels’ based on the well respected work of JJ Fruin, but this was designed to assess crowding in confined passageways and on stairs and escalators. Without constraint it can be used for people density in the street and in places where people congregate or wait. Service level A gives comfortable passage
and the top density for this service level is 23 people per metre per minute. Service Levels B & C give free passage but with more difficulty and may tempt the more able to take chances in the carriageway. D, E & F become increasingly frustrating or even dangerous. The council will normally expect the comfortable levels identified by Gehl and up to the top of service level A to be achieved and maintained and will not accept footway loss to other functions that drive footway congestion levels to B to F or to create circumstances where the pedestrian will make dangerous choices.

Level of service A. Flow rate of less than 23 people per metre per minute. Virtually unrestricted choice of speed; minimum manoeuvring to pass; crossing and reverse movements are unrestricted.

Level of service B. Flow rate 23-33 people per metre per minute. Normal walking speeds only occasionally restricted; some occasional interference in passing; crossing and reverse movements are possible with occasional conflict.

Level of service C. Flow rate 33-49 people per metre per minute. Walking speeds are partially restricted; passing is restricted but possible with manoeuvring; crossing and reverse movements are restricted and require significant manoeuvring to avoid conflict, flow is reasonably fluid.

Level of service D. Flow rate and 49-66 people per metre per minute. Walking speeds are restricted and reduced, passing is rarely possible without conflict; crossing and reverse movements are severely restricted with multiple conflicts; some probability of momentary flow stoppages when critical densities might be intermittently reached.

Level of service E. Flow rate 66-82 people per metre per minute. Walking speeds are restricted and occasionally reduced to shuffling; frequent adjustment of gait is required and passing is impossible without conflict; crossing and reverse movements are severely restricted with unavoidable conflicts; flow achieves maximum capacity under pressure, but with frequent stoppages and interruptions of flow.

Level of service F. Flow rate variable. Walking speed is reduced to shuffling; passing is impossible, crossing and reverse movements are impossible; physical contact is frequent and unavoidable; flow is sporadic and on the verge of complete breakdown and stoppage.

249. 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 may be acceptable in areas not used by the “rivers of people”.

Courts Alleys and shared spaces

250. The TLRN standards are designed for main
251. 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**

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

253. When a stall is wheeled into place or erected from parts each day in established street trading locations, the appearance will be controlled through the licensing regime with a preferred range of stalls (and provision to approve exceptions and extensions to that standard 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.

254. Where tables and chairs are used for outside dining on private forecourts of restaurants etc., no planning permission is required, but as 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.

255. 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 and planning permission is required. 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.

256. “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. 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.
257. When crowd management is occasionally required at off-peak times outside premises this will not normally be handled through a permissions process, but 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 carriageway.

Additional matters for particular activities or uses

Street Markets

258. 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. 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.

259. 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.

260. 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

261. 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.

262. 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.

263. 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.

264. 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
- Value for money offers available due to reduced overheads
- 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 offers in shops that are fully established in premises
- trade from vehicles (unless refrigerated food sales, because of hygiene needs, in markets, in special locations)

265. For food and drink outlets, 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 enhance (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

266. 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 m², they therefore need a street trading licence and planning permission for the additional land use of retail sales on the highway. The place for newspaper sales use beside the “river of people” on the way to a destination such as the station entrance, not blocking it or obstructing any way out.

267. 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.

268. 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. Often they have been located behind guard railing; an item which may be removed in junction improvements and de-cluttering exercises, thus any containers behind them will be removed as well.

Charity collections, gift distribution and walking advertisements

269. 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.

270. 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 the highways legislation will can be used to manage the activity.

Vertical drinking and smoking areas

271. 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 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 licences.

272. Areas of shared surface 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 surface 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**

273. 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, cycle hire equipment**

274. 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 totems have been tried on a pilot basis and are now being rolled out in several further areas and offer the opportunity to incorporate transmitters and send information to handheld devices and contain electrical equipment and control panel for street management tasks (such as traffic lights and other sensors). As a general principle, the multiple use of essential structures in the street is preferable to a collection of isolated items. Fewer, bigger things will often work harder and better than many small pieces dotted around.

**Special events**

275. 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. Quality control will be exercised by the image guidance of the event concerned. The bodies managing the 2012 Olympics will influence the quality and appearance of outlets assisting in servicing the games. 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**

276. Trading in the street adds 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.
15 – Public art

Objective
277. This chapter develops the Townscape Management Policy (DES 7 Section A) in the UDP and also is part of the Open Spaces Strategy to review the provision of Public Art. A Percent for Art is an expectation that about one hundredth of a project cost is used to produce something of delight by an artist or craftsman either in the development’s public realm or it could be incorporated in the fabric of the building; often as lighting, glazing, metalwork or relief sculpture, it’s landscaping or fabrics. 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 to which reference is made in the list relating to Level Three advice.

Introduction
278. Public art has long been a feature of Westminster’s streets and open spaces. It occasionally involves the use of water.

New Works
279. Westminster has a long-standing Public Art Advisory Panel comprising experts in the field of public art that advises the council on 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 substitutes of lesser worth placed in the chosen location.

280. Performance spaces to facilitate events or live events, musical compositions, lighting effects or films 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 new development. 281. 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, are set out in Map 10.
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.
Maintenance
282. 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
283. 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
284. 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 Client Managers and contractors to retrieve the correct procedures, products and techniques for their proper conservation and good appearance.

Strategic Principles
285. 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;  
  • Ensure the work is fit for the place by using a panel of experts 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.
Objective
286. Renewing the city’s streets and open spaces will be an expensive task, and funding to do the job to the highest standards is sometimes beyond the funding mechanisms available to the city council on its own.

Partnerships & Agreements
287. Partnerships and other mechanisms through the development process will assist in 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 safe and clean. 288. 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 S106 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.

Setting off redevelopments and area renewal
289. 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 cocktails
290. 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. Three maps, relating to the three area team areas, showing the pooling arrangements and where action plans are extant will regularly change and are therefore not appropriate to include in this document. They will, however, be maintained on the council’s web site.

Waterside sites
291. 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
292. 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.
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**
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.

**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 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.

**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 temporary planning permission has been granted for retention over the full 24 hour period of the day.

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 craftperson’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 and the Public Art Advisory Panel.

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, 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 be avoided as these detract from the traditional character and elegance. Tactile bands should run parallel to the kerb and be no deeper than 1350mm or less then 800mm on the right hand side and a suggested reduction to a 200mm strip on the left hand side is put forward for consultation. 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

Would the feature/obstruction provide a necessary service that complements the function of the street?

YES NO

Is the proposed obstruction in a conservation area?

NO YES

What is its effect on the character of the conservation area?

ENHANCE NEUTRAL DETRACTS

Is the site in the setting of a listed building?

NO YES

What is its effect on the setting of the listed building?

ENHANCE NEUTRAL DETRACTS

Would the obstruction be in the sight line (2.5 m x 30 m) from a Stop or Give Way line to the kerb?

NO YES

Does the proposed obstruction occupy a site on a processional or celebratory way, route of parades, or sites used for, or in support of special events (for example outside broadcast equipment)?

NO YES limit obstruction to type that can be demounted or removed simply - or

Does the site occupy a location over in inspection covers, mains cables or sewers?

NO YES limit obstruction to type that can be demounted or removed simply - or

Would be proposed obstruction fit within an existing street furniture zone dictated by existing equipment in the adjacent streetscape?

YES NO

Would the proposed feature or obstruction (with browsing/waiting area) reduce the available public footway clear zone to less than 2 m?

NO YES

If the clear zone is greater than 2 m but a widening of the street furniture zone as existing or reduction of the clear zone, would the resulting space support Fruin service level A (Max. 23 people/metre/minute at peak times)

YES NO

Would the obstruction create an unsupervised area that may encourage antisocial behaviour or crime?

NO YES

Could the space proposed for occupation by the obstruction the better used for a primary highway function?

NO YES

APPROVE REFUSE
Appendix 3 – STRA policies

The following strategic policies from the first part of the City of Westminster UDP of 2007 and are the principal ones that are developed by this guidance as they apply 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
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.
Bibliography of other guidance

This bibliography of other guidance in this suite and strategies is not a formal part of the draft guidance document and is correct at the time of publication. Current documents are maintained on the Council’s website.

- Chinatown Action Plan
- Chinatown Supplementary Planning Guidance
- Covent Garden Action Plan
- Edgware Road Action Plan
- England’s Historic Waterways BW / EH
- http://www.dft.gov.uk/transportforyou/access/tipws/inclusivemobility
- Inclusive Mobility DfT 2005
- Leicester Square Action Plan
- Link and Place
- Managing the Historic Urban Environment - EHTF
- Manual For Streets - DfT
- Neat Streets
- New Public Art in the City of Westminster
- Open Space Strategy
- ORB Action Plan
- ORB Action Plan
- Paddington SPA Public Realm Strategy June 2003
- Paved with Gold - CABE
- Public Art In Westminster
- Public CCTV Systems - Guidance For Design And Privacy
- Section 106 (s106) Planning Obligations
- Soho Action Plan
- Statues, Sculptures And Monuments
- Streets for All - EH
- Streetscape Manual - TFL
- Tables & Chairs on the Highway
- Towards a Fine City for People - Gehl
- Trees And Other Planting On Development Sites
- Westminster Standard
- Word on the Streetscene NLGN

Needs checking and expanding at date of publication

EHTF
EH
CABE
DfT
GLA / TFL
web links

Fruin
Gehl
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 perpend 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.

**Clear Pedestrian Zone**
The part of the footway where the main ‘river’ of pedestrian traffic is expected to flow, and a zone that should be clear of unexpected obstructions and changes of level. It is a zone that should also be kept free of overhanging foliage. (see also Pedestrian Clear Zone and Walkable Width)

**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 preserve or enhance.

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

**Disability Discrimination Act 1995 (DDA)**
This Act brings in new rights of access for people with disabilities, to employment, goods, facilities and services. From October 2004 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 wheelchairs 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 most respected methodology and appraisal of pedestrian flow and crowding characteristics. This establishes service levels from A to F and use of the method gives an indication to predict when frustration or dangerous situations may occur. Now included in a predictive computer modelling system called Legion which is adopted by TfL.

**GoL**
Government Office for London

**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 ‘walkable width’ 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 it 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, then there is a presumption that 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.

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
(see also Clear Pedestrian Zone) The area available for the pedestrian (including wheelchair user, pram, buggy) to walk without obstruction. Also known as the ‘walkable width’ of footway. The zone to accommodate the flow of pedestrians between the street furniture zones 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 greater when foot traffic is more intense. In intensely used locations it may have to be the full width available, where this is less than the desirable width for the peak time foot traffic.

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.

PRB
Public Realm Board

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 the amenity and management of the street scene, such as bus shelters, litter bins, telephone kiosks, 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.

**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.

**Walkable width**
See Pedestrian Clear Zone.

**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.
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Mohammed Uddin
Westminster Language Service,
4th Floor, City Hall, 64 Victoria Street, London SW1 6QP
Tel: 020 7641 1472 or 020 7641 2011
Email: muddin@westminster.gov.uk