

# Lambeth Site Allocations DPD – Proposed Submission Version

Design Evidence

SA8 110 Stamford Street, SE1



September 2023



## Contents

<b>Part</b>	<b>Content</b>	<b>Page</b>
<b>1</b>	<b>Introduction</b>	<b>3</b>
<b>2</b>	<b>Site Appraisal / Analysis</b>	<b>5</b>
2.1	Site Overview	5
2.2	Site and Context Photographs	6
2.3	Site Character and brief History	8
2.8	Historical Maps	8
2.9	Site Context	9
2.16	Heritage Assets	11
2.19	Designated Views	12
2.20	Routes, Access, Servicing and Public Realm	12
2.21	Planning and Emerging Context	12
2.22	Site Constraints and Opportunities	13
<b>3</b>	<b>Design Approach</b>	<b>14</b>
3.1	Key Principles	14
<b>4</b>	<b>Indicative Approach</b>	<b>15</b>
4.1	Indicative Approach - Overview	15
4.4	Indicative Approach – Layout and Access	15
4.5	Indicative Approach – Massing and General Building Height	16
4.6	Indicative Approach – Daylight and Sunlight	16
<b>5.</b>	<b>Appraisal of Indicative Approach</b>	<b>17</b>
5.1	Townscape and Visual Impact Assessment	17
5.7	Effect on Heritage Assets	18
<b>6</b>	<b>Conclusion</b>	<b>20</b>
<b>Appendix</b>	<b>Townscape and Visual Impact Assessment</b>	<b>21</b>

## 1. Introduction

- 1.1 This evidence demonstrates the approach taken to understanding the design-led optimisation of the site to inform the content of the draft site allocation policy for this site.
- 1.2 This evidence is in several parts. Part 2 contains an assessment of the site and its context and analysis of the opportunities and constraints these present. That assessment has informed the key design principles for approaching development on the site as set out in Part 3. The detailed analysis has allowed an indicative approach to massing and height to be developed which is set out in Part 4. The indicative approach has been tested to ensure it meets the key design principles and this testing is explained in Part 5. Part 6 concludes the evidence with the identification of key design considerations to be included within the SADPD Policy itself.
- 1.3 The indicative approach included in this evidence is one way to achieve design-led optimisation of the site, assuming it is comprehensively redeveloped. The indicative approach is for testing purposes only and does not have the status of planning policy or guidance. It is not intended to be prescriptive. Applicants and their architects are expected to develop their own approaches to optimisation of capacity within the context of the parameters, constraints and opportunities set out in the site allocation policy.
- 1.4 The indicative approach massing, in combination with land use analysis, has informed the approximate land use quantum included within the draft site allocation policy. As the indicative approach does not include detailed floor plan designs, a number of standard assumptions have been used to approximate the potential number of residential units, including London Plan space internal standards, London Plan and Local Plan external amenity space standards, Local Plan requirements for dual aspect residential units, Local Plan policy for dwelling size mix, and best practice separation distances for that context. For this reason, the indicative quantum included in the draft allocation are approximate and should not be read as absolute minima or maxima. Applicants and their architects may be able to demonstrate a different figure based on alternative design solutions to the site. Detailed planning assessment of design proposals at pre-application and planning application stage may also result in a variation on the indicative figures included in the draft site allocation policy.
- 1.5 Building height definitions can be found in Local Plan Policy Q26 . As storey heights vary according to the building use, they are not an accurate means to gauge height. For that reason, building heights are expressed in metres rather than storeys. Additionally, above Ordinance Datum (AOD) height is used to aid understanding of site and context topography in those circumstances where the topography is varied.
- 1.6 Following the Regulation 18 Consultation the following changes have been made:
- Reduction in the number of residential units proposed. Decreased from 30-40 units to 30 units.
  - No significant change to other development principles.

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## 2. Site appraisal / analysis

### Site Overview

2.1 Principal details of the site are outlined below:

Site Address : 110 Stamford Street, SE1

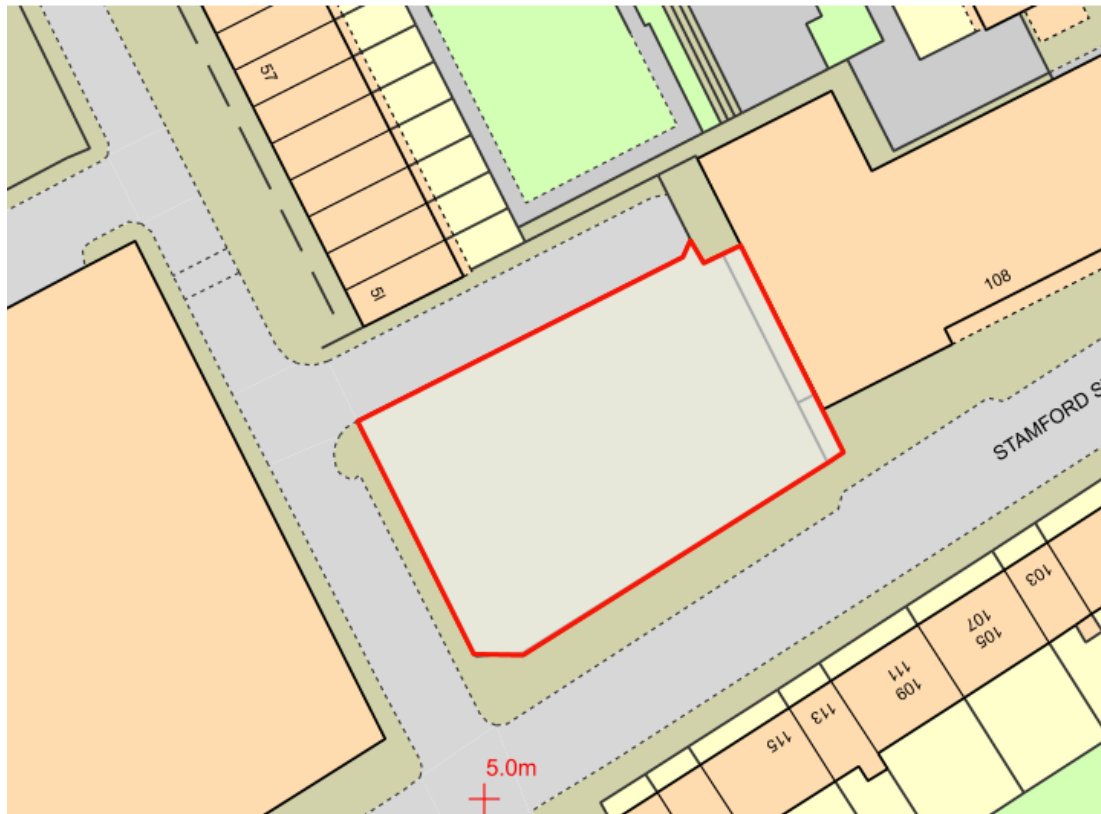


Figure 1 – Site Plan

## Site Context Photographs

2.2 The photographs in this section show the site and its context.



Figure 2 - Looking West along Stamford Street towards site



Figure 3 – Current site frontage to Stamford Street as viewed from East



Figure 4 - Looking west from corner of Coin St and Stamford St towards the site.



Figure 5 - Looking south from Cornwall Road / Doon Street junction towards the site.

### Site Character and Brief History

- 2.3 The site is cleared down to basement floor level and enclosed by a hoarding has been vacant for many years following the demolition of an early 20<sup>th</sup> century warehouse. A large advertisement billboard on the vacant frontage was removed c2019.
- 2.4 Adjoining to the east is no. 108 Stamford Street - the Coin Street Neighbourhood Centre which contains community (nursery, training, healthcare access), conferencing, commercial, restaurant and parking uses. It is relatively recent, by Haworth Tompkins Architects and was awarded a RIBA London Award, and an AIA/UK Award in 2008. The attractively coloured street facade was designed in collaboration with artist Antoni Malinowski but the building presents a utilitarian flank elevation to the site in anticipation of future development abutting. Its building line is the logical one to follow for redeveloping the adjoining site.
- 2.5 The Coin Street Neighbourhood Centre's building line allows it to have a generous forecourt with spill-out space for a ground floor restaurant. This generous public realm is welcome given the busy nature of Stamford Street. The site presents similar opportunities. See Figure 3.
- 2.6 To the north of the site is the ramped entrance to an underground car park below the Coin Street Community Centre. Beyond the car park ramp is a blank flank elevation of no. 51 Cornwall Road which is at the end of a housing perimeter block and a communal amenity space (part of the Coin Street community).
- 2.7 To the West, across Cornwall Road, stands Cornwall House, an Edwardian former warehouse building occupied by Kings College which takes up nearly an entire urban block. To the southwest, across Stamford Street, is a similarly large early 20<sup>th</sup> century commercial building and to the immediate south, across Stamford Street a substantial Georgian terrace.

### Historical Maps

- 2.8 The maps below illustrate the development of the site.



Figure 6 - 1890s OS map showing the whole northern side of Stamford Street lined with Georgian terraced houses from the time when Stamford Street was laid out in the first decades of the 19<sup>th</sup> Century.





Figure 7 - 1950s OS map showing the previous warehouse on the site. The local gap sites are the result of enemy action during the Second World War.

### **Site Context**

- 2.9 Stamford Street is a broad road linking Waterloo Road in the West to Blackfriars Road in the East. Its Western end is lined by former commercial premises now in education use. These large, early 20<sup>th</sup> Century former commercial warehouses create their own distinctive character area at the southwestern end from the junction of Waterloo Road to the corner with Cornwall Road and tend to be in cream and buff stone and render. The greater height and enclosure here signal the arrival to Waterloo when approached from the northeast. The tall building cluster next to the Waterloo Station terminates the view looking West along Stamford Street announcing a focal point of activity around the Station.
- 2.10 The remaining section of Stamford Street within Lambeth is defined by residential terraced housing. The Georgian terraces on the south side of the street are a major source of the street's character and give a repetitive urban frontage and consistent enclosure without trees in front. The most recently built terraces, on the northern side, date from around the 1990s and are of traditional appearance. They are set back behind gardens containing semi-mature trees. Stock brick is the prevailing material. The Coin Street Community Centre, whilst clearly contemporary, responds to this context with a subdued colour palette of creams and buffs which complements the local scene.
- 2.11 There is very little in the way of active frontages along much of Stamford Street. However, traditional retail units on the southern street corners and the restaurant use at no. 108 Stamford Street bring welcome animation. At its north-eastern end Bernie Spain Gardens fronts Stamford Street but is enclosed by a high, blank wall to the street. Trees here, in the front gardens on the north side and street trees on the south side add welcome greenery.
- 2.12 Cornwall Road is aligned N – S and is an important alternative route to Waterloo Road connecting The Cut to the south with Upper Ground at the north. However, its northern part between Stamford Street and Upper Ground sees minimal pedestrian activity. The vacant nature of site is currently a negative void in this otherwise interesting townscape and walking route.



Figure 8 - Seen from Cornwall Road, the car park access ramp is on the left.



Figure 9 - Seen from Stamford Street this view shows the interior of the block of housing on Cornwall Road which faces towards the site and the car park access ramp.

## Building Heights

- 2.13 The immediate area of the site has fairly consistent building heights. The majority of the residential terraces are around four / five storeys. The Coin Street Neighbourhood Centre reflects the scale of the Georgian terrace opposite at five storeys. The larger former warehouse buildings at the south-eastern end of Stamford Street are six / seven storeys.
- 2.14 Tall buildings can be seen at either end of Stamford Street – the Waterloo cluster to the southwest and the new towers at Blackfriars Road to the northeast. The former ITV tower on Upper Ground can be seen to the North. A consented scheme around the corner at Doon Street remains unbuilt.

## Building Uses

- 2.15 Residential uses, educational and community uses prevail along Stamford Street. It is a short walk to the arts and culture offer of the Southbank and the wider Waterloo area has numerous office buildings.

## **Heritage Assets**

### Designated Heritage Assets

- 2.16 On the south side of Stamford Street the Georgian terraces are grade II listed. So too is the London Nautical School a little further northeast. To the north, at Upper Ground, the IBM building is grade II listed and the National Theatre to its immediate west is grade II\* listed.
- 2.17 Almost the entire length of the south side of Stamford Street (including the road and the footway on the northern side) is located within the Waterloo Conservation Area. The Waterloo Conservation Area Statement, 2007 states:

*'The Waterloo Conservation Area was first designated in 1980. It is one of a number of interesting historic places in the north-most part of the London Borough of Lambeth, containing mostly 19th and early 20th Century urban development.*

#### *2.3.12 Stamford Street*

*This road forms the North boundary of the conservation area between Waterloo Road at its SW end and Broad Wall at its NE end. It has a grand and formal scale dictated, no doubt, by the impressive Regency terraces (1829) on its South side. These buildings (63 to 123), in two grand blocks have a consistent parapet height, are of great importance to the street scene. Historic railings, original doorcases, windows and stucco detailing contribute fine grain detailing. Their understated rear elevations can be viewed from Coin Street, Cornwall Road and Duchy Street. The buildings were all remodelled to good effect in 1912 by J Coleridge. Unfortunately, the end terrace property on the West corner with Coin Street (32-34 Coin St), a relatively modern pastiche, is crudely detailed and unfortunately lacks the finesse of the originals.*

*At the extreme East end, 61 Stamford Street is the London Nautical School (1820) with an impressive, symmetrical, façade and later flanking additions (1908-9).*

*The West end of Stamford Street, from the corner with Cornwall Road to Waterloo Road has buildings of a similar height to the Regency terraces. However, here the street is canyon like because there is tall development on both sides of the road. The Cornwall House (Kings College Building) is particularly imposing, rising to six storeys and filling a substantial part of the North side of the road. It currently stands outside the conservation area but contributes greatly to its general character and appearance.*

*Opposite, on the South side is no 127, the former WHS Print Works (1915), with its impressive symmetrical façade incorporating monolithic Egyptian style features to its façade and railings. Next is Lesco House with its restrained Portland stone façade. The passage between these two buildings allows an uninterrupted view South, over the churchyard, to The Old School on Exton Street. The flanks of Schiller International University (former Hospital) and Waterloo Bridge House continue this massive scale of development right to the corner of Waterloo Road where the view is impressively terminated by the London IMAX cinema.*

- 2.18 The Southbank Conservation Area lies a little distance to the north and includes all development on the northern side of Upper Ground. That conservation area is largely characterised by large cultural and employment buildings fronting the River Thames.

### **Designated Views**

- 2.19 No strategic or local views place any noticeable constraint on the site.

### **Routes, Access, Servicing and Public Realm**

- 2.20 The exposed basement floor level of the site is accessible from an ad-hoc ramp within the site which is accessed from Cornwall Road. The adjoining car park ramp can be seen in figure 9. The footway in front of the site is comparatively narrow compared to the immediate context.

### **Planning and Emerging Context**

- 2.21 Policy PN1 of the Lambeth Local Plan sets out the neighbourhood policies for Waterloo and South Bank.

## **Site Constraints and Opportunities**

2.22 The key site constraints and opportunities are set out below

<b>Constraints</b>	
Neighbour Amenity	The proximity of adjoining residential neighbours to the north requires careful consideration.
Local Context	The strongly established 4/5 storey building heights that prevail on Stamford Street suggests a need for a similarly scaled response on the allocation site.
Building Line	The building line established by no. 108 Stamford Street (Coin Street Community Centre) should be acknowledged by development.
Cycle Quietway	Cornwall Road is part of TfL's cycle Quietway 1. Development must not compromise the safety of cyclists.
<b>Opportunities</b>	
Building line / enclosure	Redevelopment presents the opportunity to complete the building line to Stamford Street which will benefit local character and enhance the setting of the Waterloo Conservation Area.
Activity	Ground floor activity at the corner of Cornwall Road and Stamford Street presents the opportunity to activate the corner – reflecting local character and animating the street.
Public realm	The generous footway width outside the site at Stamford Street allows for the delivery of enhanced public realm with space potentially for a pavement kiosk.
	There is an opportunity to improve the footway adjoining the site at Cornwall Road.
Design quality	The site requires high quality design which builds upon the high quality architectural award winning Coin Street Community Centre next door at no. 108 Stamford Street.

### 3. Design Approach

#### Design Principles

3.1 In seeking to achieve a design-led optimisation of the site, site -specific design drivers when approaching the Indicative Approach have included:

<b>A</b>	<b>Respect Heritage Assets</b>
	Cause no harm to the significance or setting of designated or non-designated assets including:
	<ul style="list-style-type: none"> <li>• Setting of the Waterloo Conservation Area</li> <li>• Setting of the grade II listed terrace at nos. 95 – 123 Stamford Street</li> </ul>
<b>B</b>	<b>Local Character</b>
	<ul style="list-style-type: none"> <li>• Continue building line of no. 108 Stamford Street</li> <li>• Respect prevailing heights set by residential neighbours and 108 Stamford Street</li> </ul>
<b>C</b>	<b>Activity</b>
	<ul style="list-style-type: none"> <li>• Bring active uses to ground floor street frontage</li> <li>• Optimise opportunity for public realm activation</li> </ul>
<b>D</b>	<b>Transport / Access / Public Realm</b>
	<ul style="list-style-type: none"> <li>• Servicing from existing loading bay on Stamford Street to avoid conflict with Cycleway1.</li> <li>• Deliver high quality public realm to Stamford Street</li> </ul>
<b>F</b>	<b>Amenity</b>
	<ul style="list-style-type: none"> <li>• Respect amenity of adjoining neighbours</li> </ul>

## 4. Indicative Approach

### Indicative Approach - Overview

- 4.1 The Indicative Approach continues the building line established by no. 108 Stamford Street and butts tightly against its party wall to ensure a continuous built frontage – repairing the currently harmful gap in the built fabric and importantly restoring a sense of enclosure to the corner.
- 4.2 The Indicative Approach is a c19m (six storey plus full basement) building with commercial uses to basement and ground floor, and residential accommodation above. The basement accommodation extends out beneath the building forecourt to the back edge of pavement.
- 4.3 The depth of footprint of the Indicative Approach allows for dual aspect walk-up flats accessed by an access deck at the rear. Residential amenity space is provided by individual balconies and a communal roof terrace. The car park ramp at the rear provides an adequate set back from the housing to the immediate north.



Figure 10 – Indicative Approach footprint overlaid upon an aerial view

### Indicative Approach - Site Layout and Access

- 4.4 The building line allows for the creation of a significant area of public open realm in front of the building. This could accommodate spill out activity from the building ground floor or perhaps from a free-standing kiosk. The site does not include the ramp to the basement car park of no. 108 Stamford Street. Servicing is anticipated from the existing loading bay on Stamford Street to avoid conflict with Cycleway 1 on Cornwall Road.

### **Indicative Approach – Massing and General Building Height**

- 4.5 Indicative Approach completes the perimeter urban block with a strong corner rising to 6 storeys. At approximately 22m (six storeys) it will sit comfortably within its local context – sensitive to the setting of adjoining designated heritage assets and between the height of no. 108 Stamford Street (c20m) to its east and Cornwall House (c25m) to its west.

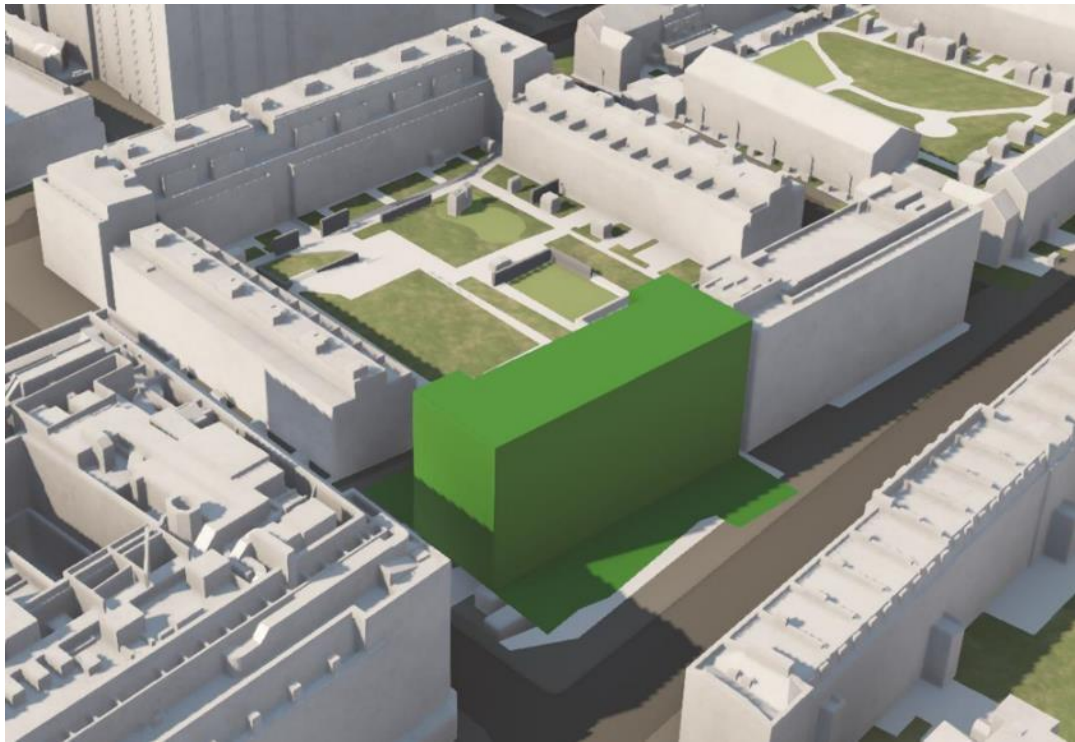


Figure 11 - Indicative Approach 3D model in context.

### **Indicative Approach - Daylight and Sunlight**

- 4.6 In planning the Indicative Approach the objective has been to ensure that it is generally consistent with the established parameters for daylight and sunlight best practice for inner urban / urban locations, having regard in particular to sensitive residential neighbours (the locations of which are identified in the draft site allocation policy), and to the quality of new residential accommodation on the site. That said, any scheme that comes forward would be required to demonstrate an acceptable response to daylight and sunlight constraints and overshadowing and will be independently tested at planning application stage in accordance with the BRE's publication: 'Site layout planning for daylight and sunlight: a guide to good practice (BR209)' and relevant Mayoral policy and guidance.
- 4.7 A detailed assessment of the daylight and sunlight implications of this Indicative Approach, undertaken by the Council's specialist advisers, is provided separately.



## Indicative Approach – Quanta

4.8

<b>Use</b>	<b>Amount</b>
Residential units	30
Office	1550 sqm GIA

## **5. Appraisal of the Indicative Approach**

### **Townscape and Visual Impact Assessment (TVIA) Summary**

- 5.1 The appraisal of the visual effects of the Indicative Approach has been informed in large part by use of the VU CITY 3D digital model of London. The model is a very accurate representation of London today as a series of simple, grey built forms. Approved schemes can be added to the model for assessment purposes; these are generally coloured yellow.
- 5.2 A simple scaled model of the Indicative Approach in the form of a basic extrusion of the Indicative Approach footprint, is dropped into the model and its visual impact captured from a range of vantage points. For ease of identification, it is coloured. The resulting impact is assessed and model refined until an acceptable impact is achieved in all tested views.
- 5.3 A townscape and visual impact assessment has been undertaken with three principal objectives:
- firstly, to ensure that the impact on Strategic and Local views is acceptable in relation to view composition and appreciation.
  - secondly, to ensure that the townscape effects of the development are acceptable; in this regard the starting point has been that a degree of noticeable townscape change is inevitable but it should not be discordant or unduly dominant in its context; and
  - thirdly, to ensure no harm to the significance (including setting) of heritage assets.
- 5.4 In accordance with best practice there has been no presumption that change within the setting of heritage assets is automatically harmful. Instead, the contribution of setting to the significance of the asset has been at the forefront of assessments and thus how that significance might be influenced by changes to the context.
- 5.5 This height and massing exercise has informed conclusions about whether the site is an appropriate location for a tall building(s) as defined by Policy Q26 of the Lambeth Local Plan. The indicative approach is considered to constitute the optimum level of development capacity for the site. This does not preclude other possible approaches to optimisation coming forward, in different forms, through the planning process.
- 5.6 Four views were tested to understand the impact of the Indicative Approach on its context. The detailed analysis on each view is contained in Appendix 1 and the findings are summarised below:

<b>TVIA View</b>	<b>Conclusion</b>
1 - Stamford St on corner with Cornwall Road	The indicative approach completes the building frontage. It steps up gradually from the Coin

2 - Stamford St opposite entrance to Cornwall House (King's College)	Street Community Builders building. The effect is beneficial both in townscape terms and in relation to the setting of the Waterloo CA opposite.
3- Corner of coin St and Stamford Street (south side)	The indicative approach completes the building frontage. It steps up gradually from the Coin Street Community Builders building towards the viewer. The effect is beneficial both in townscape terms and in relation to the setting of the Waterloo CA opposite.
4 - Corner of Cornwall Road and Doon Street	The indicative approach completes the building frontage. It steps up gradually from the Coin Street Community Builders premises towards the block beyond. The effect is beneficial both in townscape terms and in relation to the setting of the Waterloo CA opposite. The Indicative approach completes the built frontage and creates a welcome sense of enclosure. The eyesore of the site is removed. The loss of the view of the listed terrace is not considered harmful to its significance as the viewer has simply to proceed to the corner to view the listed buildings. Effect is beneficial.

### **Effect on Heritage Assets**

5.7 The Indicative Approach has been assessed for its effect on the significance (including setting) of heritage assets. This has required an understanding of the significance of each asset and especially the contribution that the setting makes to that significance. The objective has been to ensure no adverse effect on significance.

5.8 The setting of a heritage asset is defined as:

*'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral (NPPF, Annex 2: Glossary).'*

5.9 Historic England's guidance 'The Setting of Heritage Assets' states:

*'9 Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated (see below Designed settings). Its importance lies in what it contributes to the significance of the heritage.'*

#### *Views and setting*

*10 The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, long, short or of lateral spread, and include a variety of views of, from, across, or including that asset.*

*11 Views which contribute more to understanding the significance of a heritage asset include:*

1. *those where the composition within the view was a fundamental aspect of the design or function of the heritage asset.*
2. *those where town- or village-scape reveals views with unplanned or unintended beauty.*
3. *those with historical associations, including viewing points and the topography of battlefields.*

*those with cultural associations, including landscapes known historically for their picturesque and landscape beauty, those which became subjects for paintings of the English landscape tradition, and those views which have otherwise become historically cherished and protected those where relationships between the asset and other heritage assets or natural features or phenomena such as solar or lunar events are particularly relevant ‘*

5.10 The HE guidance suggests the steps are as follows:

**Step 1:** *Identify which heritage assets and their settings are affected.*

**Step 2:** *Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated.*

**Step 3:** *Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it.*

**Step 4:** *Explore ways to maximise enhancement and avoid or minimise harm.*

**Step 5:** *Make and document the decision and monitor outcomes.*

5.11 The conclusions are set out in the below.

<b>Asset</b>	<b>Effect</b>
<u>85 to 123 Stamford Street (Grade II)</u> – these terraced properties stand immediately opposite the site. The site’s general poor appearance detracts from their wider setting.	Development on the site will not be visible in the backdrop of these buildings or obscure an appreciation of their external features. The development of the site will be beneficial to their wider setting.
<u>Waterloo Conservation Area</u> – immediately opposite the site. The site’s general poor appearance detracts from the setting of this conservation area	The development of the site will be beneficial to the setting of the conservation area in views up and down Stamford Street.
<u>Southbank Conservation area</u> – some distance to the north on north side of Upper Ground	No effect due to building height and distance.

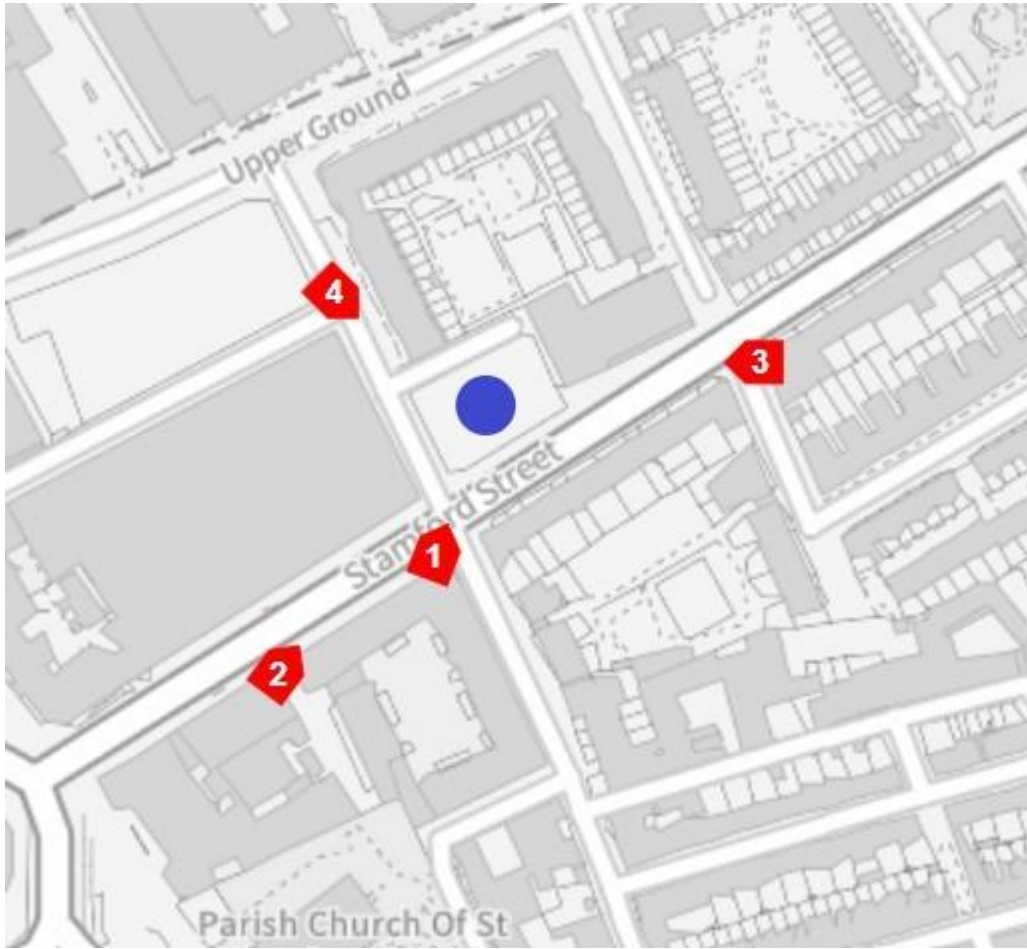
## 6. Conclusion

- 6.1 The indicative approach has been informed by site constraint analysis and has been tested at the level of general massing and height to ensure acceptable impacts in relation to daylight and sunlight, views, townscape, and heritage. This analysis has found the approach to successfully address the various opportunities and constraints identified. In light of this work, it is recommended that the site allocation policy includes the design points outlined in the table below.

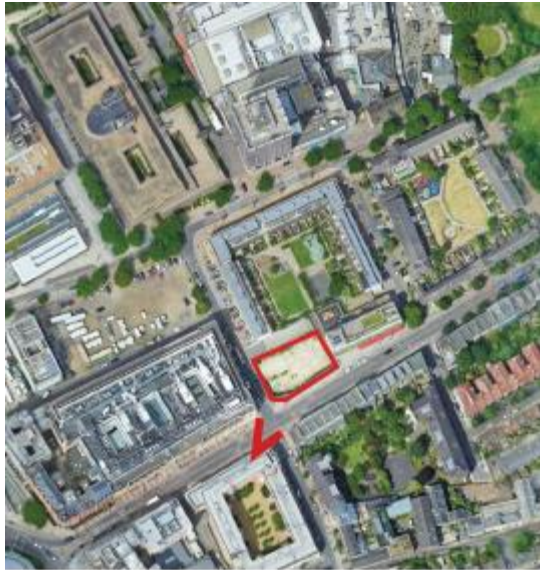
<b>Topic</b>	<b>Recommendation</b>
Heritage	Cause no harm to heritage assets
Built form	Continue the building line of no.180 Stamford Street Abut the flank of no.180 Stamford Street High quality design commensurate with that achieved at no.180 Stamford Street Respect the general height of no. 180 Stamford Street
Amenity	Have no unacceptable effects on amenity of neighbours.
Public realm	Deliver high quality public realm to Stamford Street

## APPENDIX 1 TOWNSCAPE AND VISUAL IMPACT ASSESSMENT

Reference map



**TVIA IMAGE 1 - Stamford Street on corner with Cornwall Road**

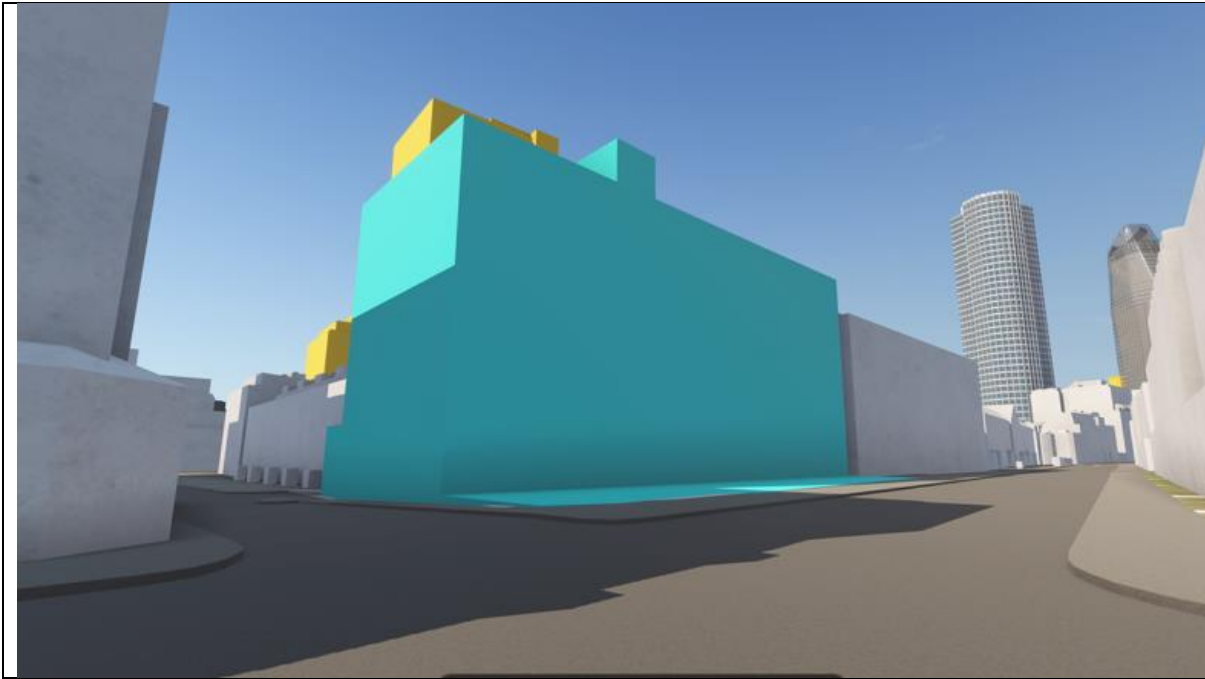


The view location is on the S side of Stamford Street looking NNE towards the site. The view location is within the Waterloo CA.

**View Description**

The current gap site is an eyesore on the street scene. The exposed flank of the Coin Street Community Builders is visible. The effect is negative in townscape terms and in relation to the setting of the Waterloo CA opposite. Poor townscape value.





The indicative approach completes the building frontage. It steps up gradually from the Coin Street Community Builders building. The effect is beneficial both in townscape terms and in relation to the setting of the Waterloo CA opposite.

**TVIA IMAGE 2 - Stamford Street opposite entrance to Cornwall House (King's College)**



The view location is on the S side of Stamford Street looking NE towards the site. The view location is within the Waterloo CA.

**View Description**

The inter-war foreground buildings frame the vista. The distant tall buildings terminate the vista. The site can be glimpse down the left – the exposed flank of the Coin Street Community Centre being visible. Medium townscape value.







The indicative approach completes the building frontage. It steps up gradually from the Coin Street Community Builders building towards the viewer. The effect is beneficial both in townscape terms and in relation to the setting of the Waterloo CA opposite.

**TVIA IMAGE 3- Corner of coin St and Stamford Street (south side)**



The view location is on the S side of Stamford Street looking W towards the site. The view location is within the Waterloo CA.

**View Description**

The current site is a gap in an otherwise continuous built frontage in this view. In the distance the tall buildings of the Shell Centre are visible. Medium townscape value.





The indicative approach completes the building frontage. It steps up gradually from the Coin Street Community Builders premises towards the block beyond. The effect is beneficial both in townscape terms and in relation to the setting of the Waterloo CA opposite.

**TVIA IMAGE 4 - Corner of Cornwall Road and Doon Street**



The view location is on Doon Street. It is not within a conservation area. The viewer is looking SSE towards the site.

**View Description**

At present the gap site allows glimpses of the listed terrace beyond on the south side of Stamford Street and within the Waterloo CA. The site itself is an eyesore. Low townscape value.





The Indicative approach completes the built frontage and creates a welcome sense of enclosure. The eyesore of the site is removed. The loss of the view of the listed terrace is not considered harmful to its significance as the viewer has simply to proceed to the corner to view the listed buildings. Effect is beneficial.