

Delegated Report		Analysis sheet	Expiry Date:	11/04/2017
		N/A / attached	Consultation Expiry Date:	30/03/2017
Officer			Application Number(s)	
Oluwaseyi Enirayetan			2017/1099/P	
Application Address			Drawing Numbers	
Land Adjacent to 135 Camden High Street London NW1 7JR			Please refer to final decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
Installation of 1 x telephone box on the pavement				
Recommendation(s):	Prior Approval Required – Approval Refused			
Application Type:	GPDO Prior Approval Determination			

Conditions or Reasons for Refusal:	Refer to Decision Notice					
Informatives:						
Consultations						
Adjoining Occupiers:	No. notified	0	No. of responses	0	No. of objections	0
			No. electronic	0		
Summary of consultation responses:	<p>A site notice was erected on 08/03/2017 (expired 29 March 2017), and Press notice published on 09/03/2017.</p> <p>Metropolitan Policy Crime Prevention Design Advisor objects as follows:</p> <p>They may be abused for the purposes of crime and ASB (Anti-Social Behaviour). There will be a reduction in surveillance of the area. An offender may use this telephone kiosk to avoid CCTV, or casual surveillance from other users of the street. A telephone kiosk may provide an opportunity for an offender to loiter in the area. This kiosk may also be abused, by the posting of prostitute cards.</p> <p>Transport Strategy objects as follows:</p> <ul style="list-style-type: none"> Any development that would result in a narrowing of the footway, whether this is from the telephone box causing a physical obstruction or from queues that may form as a result of the telephone box, will obstruct pedestrian movement and would therefore be contrary to policies DP21. Further to this, any new proposal that could hinder movement for wheelchair users (narrow footways) or interfere with the navigation for vulnerable road users, such as visually impaired users, will also be contrary to DP21. Any development that presents a safety risk will also be refused. If the proposed telephone box blocks sightlines, visibility splays, queueing distances and causes harm to highway safety the proposal would be contrary to policy DP21 and thus unacceptable. Street furniture, such as a telephone box, that is not seen as a benefit to highway users will be deemed as unacceptable. Given the infrequent use of telephone boxes it can be argued that instead of providing a service to the highway users, instead, they act only as a hindrance to pedestrian movement 					
CAAC/Local groups comments:	No comments received					

Site Description

The site is located close to the centre of the pavement on the west side of Camden High Street. It sits outside a retail unit at ground floor level. The site is located within the Camden Town Conservation area.

Relevant History

Adjacent sites:

PE9606035 - (granted by default on 20/06/1996) - Upgrade existing telephone kiosks. - **O/S 112-124 Camden High Street.**

2017/0442/P – (Pending decision) - Erection of freestanding BT panel providing phone and Wi-Fi facilities, with 2 x internally illuminated digital advertisements following the removal of 2no. BT telephone kiosk – **O/S 112-114 Camden High Street.**

2017/0441/P – (Pending decision) - Erection of freestanding BT panel providing phone and Wi-Fi facilities, with 2 x internally illuminated digital advertisements following the removal of 2no. BT telephone kiosks. – **O/S 139 Camden High Street**

Relevant policies

National Planning Policy Framework 2012 (Paragraphs 42 to 46)

London Plan 2016

TfL's Pedestrian Comfort Guidance for London (2010)

LDF Core Strategy and Development Policies

Core Strategy

CS5 – Managing the impact of growth and development

CS7 – Promoting Camden's centres and shops

CS11 – Promoting sustainable and efficient travel

CS14 – Promoting high quality places and conserving our heritage

CS17 – Making Camden a safer place

Development Policies

DP16 - The transport implications of development

DP17 – Walking, cycling and public transport

DP21 – Development connecting to the highway network

DP24 – Securing high quality design

DP25 – Conserving Camden's heritage

DP29 – Improving access

Camden Planning Guidance 2011 (as amended)

CPG1 - Design Section 9 (Designing safer environments)

CPG7 - Transport Section 8 (Streets and public spaces)

Camden Streetscape Design Manual

TfL Pedestrian Comfort Guidance (PCG) 2010

Camden Town Conservation Area Appraisal and Management Strategy adopted 4 October 2007.

Draft Camden Local Plan 2015

A1 Managing the impact of development
C5 Safety and Security
C6 Access
D1 Design
D2 Heritage
G1 Delivery and location of growth
T1 – Prioritising walking, cycling and public transport

The emerging Camden Local Plan is reaching the final stages of its public examination. Consultation on proposed modifications to the Submission Draft Local Plan began on 30 January and ended on 13 March 2017. The modifications have been proposed in response to Inspector's comments during the examination and seek to ensure that the Inspector can find the plan 'sound' subject to the modifications being made to the Plan. The Local Plan at this stage is a material consideration in decision making, but pending publication of the Inspector's report into the examination only has limited weight.

Assessment

1. Proposal

- 1.1 Confirmation is sought as to whether the installation of a telephone box would require prior approval under Part 24 of Schedule 2 of the GPDO. The order permits the Council to only consider matters of siting and appearance in determining GPDO prior approval applications. The potential impact on crime and public safety are relevant considerations under siting.
- 1.2 The kiosk would site outside of a retail shop located on the pedestrian footpath.
- 1.3 The proposal seeks the installation of a solar powered telephone box with wheelchair access. The box measures 1.2m x 1.4m with overall height of 2.6m. It would be steel frame with clear polycarbonate toughened glass on 3 sides.

2. Assessment

- 2.1 Policy DP21 states that the Council will expect works affecting the highway network to address the needs of wheelchair users, people with sight impairments and other vulnerable users; to avoid causing harm to highway safety or hinder pedestrian movement and avoid unnecessary street clutter; and to contribute to the creation of high quality streets and public spaces. Policy CS11 paragraphs 11.8-11.12 specifically detail the importance of encouraging more walking, and Policy DP21 paragraph 21.21 emphasises that it is important that development does not hinder pedestrian movement, and states that the Council will not support proposal that involve the provision of additional street furniture that is not of benefit to highway users
- 2.2 Policy DP17 states that the Council will promote walking, cycling and public transport use and that development should make suitable provision for pedestrians, cyclists and public transport where appropriate, and paragraph 17.4 highlights that footpaths need to be wide enough for the number of people who will use them so they do not spill onto roads.
- 2.3 Paragraph 8.6 of CPG7 seek improvements to streets and spaces to ensure good quality access and circulation arrangements for all. Ensuring the following:
- Safety of vulnerable road users, including children, elderly people and people with mobility difficulties, sight impairments and other disabilities;
 - Maximising pedestrian accessibility and minimising journey times
 - Providing stretches of continuous public footways without public highway crossings
 - Linking to, maintaining, extending and improving the network pedestrian pathways

- Providing a high quality environment in terms of appearance, design and construction, paying attention to Conservation Areas
- Use of paving surfaces which enhance ease of movement for vulnerable road users and
- Avoiding street clutter and minimising the risk of pedestrian routes being obstructed or narrowed e.g. by pavement parking or by street furniture.

2.4 Paragraph 8.9 states: 'Footways should be wide enough for two people using wheelchairs, or prams, to pass each other. We seek to maximise the width of footways wherever possible

2.5 Camden's Streetscape Design Manual – section 3.01 footway width states the following

- "Clear footway" is not the distance from kerb to boundary wall, but the unobstructed pathway width within the footway.
- 1.8 metres - minimum width needed for two adults passing
- 3 metres - minimum width for busy pedestrian street though greater widths are usually required.
- Keeping the footway width visually free of street furniture is also important, allowing clear sightlines along the street.'

2.6 Policy CS17 requires development to contribute to community safety and security, 17.5 states that the design of street needs to be accessible, safe and uncluttered, with careful consideration given to the design and location of any street furniture or equipment. Paragraphs 9.26 and 9.27 of CPG1 (Design) advise that the proposed placement of a new phone box needs to be considered to ensure that it has a limited impact on the sightlines of the footway, and that the size of the box should be minimised to limit its impact on the streetscene and to decrease opportunities for crime and anti-social behaviour.

2.7 In the absence of detailed design drawings that include dimensions of the proposed position of the new telephone box, it is unclear as to how wide the 'clear footway' width is once the proposed telephone box has been installed.

2.8 Camden Town Conservation area states 'Development proposals will be expected to preserve or enhance the character or appearance of the Camden Town Conservation Area. This also applies to developments which are outside the conservation area but would affect its setting or views into or out of the area.

3. Siting

3.1 The site is located on a busy section of the high street which experiences extremely high pedestrian flow given its location on a busy and vibrant commercial high street and tourist area; in close proximity to Camden market and Camden Town Underground Station. The proposed phone kiosk is adjacent to a bus lane and close to pedestrian signal crossing. There are currently two existing telephone boxes on pavement outside 139 Camden High Street and another two on the opposite side of the road at No. 112 Camden High Street.

3.2 The stretch of Camden High Street near the proposed site contains a row of existing street furniture in the form of traffic lights, litter bins, cabinets, telephone boxes and bus shelter. The section of pavement on the proposed site is already cluttered with two existing phone boxes, two poles and cabinets.

3.3 The proposed telephone box measures 1.325m in width (rounded to 1.4m for robustness). Detailed design drawings that include the orientation and exact proposed positioning of the new telephone box on the pavement have not been submitted and so it is unclear as to how wide the 'clear footway' width would be once the proposed telephone box has been installed. However,

Camden's Streetscape Design Manual section 4.01, together with TfL's Pedestrian Comfort Guidance, states that street furniture should be placed a minimum of 0.45m back from the carriageway, therefore the proposal would result in the loss of a minimum of 1.9m of the footway.

- 3.4 The proposal site is a busy location which experiences extremely high pedestrian flows. Not only would the proposal create additional street clutter, but in doing so, the payphone kiosk would reduce the amount of available footway, to the detriment and quality of the public realm. This would reduce amenity for pedestrians, thus having a detrimental impact on the promotion of walking as an alternative to motorised transport, contrary to aims and objectives of DP17 and DP21 which states that Camden will expect developments connecting to the highway network to:
- avoid causing harm to highway safety or hinder pedestrian movement and avoid unnecessary street clutter
 - contribute to the creation of high quality streets and public spaces
- 3.5 Furthermore, the proposed kiosk by virtue of its siting would obstruct views of the pavement and nearby bus-stop outside 143-147 Camden High Street contrary to DP16 which states that Camden will expect development is properly integrated with the transport network.
- 3.6 There are existing telephone boxes in close proximity to the proposed site. Two outside 139 Camden High Street and two on the opposite side of the road outside No.112 Camden High Street. This would be contrary to the guidance of the NPPF which aims to keep telecommunication sites to a minimum and encourage applicants to explore shared facilities. No justification has been submitted for the need to install a further one. Policy DP21 specifically states that the Council will not support proposals that involve the provision of additional street furniture that is not of benefit to highway users. There is no benefit to highway users from a further phone kiosk and certainly not one which further reduces pavement width. The siting to one end of a bus stop, by the design blocking views of pedestrians is considered to be detrimental to pedestrian and vehicular safety.

4. Appearance

- 4.1 Policy CS14 aims to ensure the highest design standards for developments. Policy DP24 states that the Council will require all developments to be of the highest standard of design and to respect the character, setting, form and scale of neighbouring buildings, its contribution to the public realm, and its impact on wider views and vistas. The proposed phone box measures 1.4m in width and 2.6m in height. The proposed structure is considered to be a very poor design in terms of size, scale, massing and proposed materials. It is not considered to be an appropriate or acceptable addition in this location. It would be an obtrusive piece of street furniture in this location detracting from the streetscene.
- 4.2 It is considered that the introduction of this telephone kiosk due to its bulk and siting would introduce unnecessary street clutter which would cause harm to the streetscene and the character and appearance of the surrounding area. This would be contrary to Camden Town Conservation area statement which expects development proposals to preserve or enhance the character or appearance of the Camden Town Conservation. This proposal neither enhances nor preserves.
- 4.3 There are four existing telephone boxes within close proximity to the proposed site. No justification has been submitted for the introduction of a further kiosk. The proposal would simply serve to add additional unnecessary street clutter, further harming the appearance and character of the Camden Town conservation area.
- 4.4 It is considered that the overall visual effect of the proposed phone kiosk would be harmful. Footway width visually free of street furniture is important to allow for clear sightlines along the

street; the addition of telephone box street furniture is contrary to Camden's aim.

5. Anti-social behaviour

- 5.1 The large blank façade created (thereby reducing sightlines) and relatively enclosed nature of the proposed telephone box raises concerns with regards to anti-social behaviour.
- 5.2 With regards to community safety matters, a number of issues have been raised by the Metropolitan Police Crime Prevention Design Adviser. In particular it has been noted that the most common uses associated with the phone kiosks are drug taking, criminal damage, being used as a toilet and advertising sex workers. Furthermore, it is noted that "the additional clutter on the footway can also create problems in terms of street crime and robbery in particular".

6. Conclusion

- 6.1 The proposal would result in unacceptable clutter in the street, harmful to its character and appearance, detriment of free and uninterrupted pedestrian flows and create opportunities for crime and anti-social behaviour.
- 6.2 Having regard to the above it is considered that the prior approval of the Local Planning Authority is required for the siting and appearance of the development under Part 24 of Schedule 2 of the Town & Country Planning (General Permitted Development) Order 1995. It is recommended that prior approval is refused in this instance, for the reasons given in this report.

7. Recommendation: Refuse prior approval