Delegated Report	Analysis shee	t	Expiry Date:	19/03/2018		
	N/A / attached		Consultation Expiry Date:	28/02/2018		
Officer		Application N	umber(s)			
Charlotte Meynell		2018/0346/P				
Application Address		Drawing Num	bers			
Pavement outside 511 Finchle London NW3 7BB	y Road	Refer to draft of	lecision notice			
PO 3/4 Area Team Sig	nature C&UD	Authorised Of	fficer Signature			
Proposal(s)						
Installation of 1 x telephone kiosk on pavement.						
Recommendation(s):	· Approval Required -	– Approval Ref	used			
Application Type: GPD	ion Type: GPDO Prior Approval Determination					

Conditions or Reasons for Refusal:	Defends Destin Note							
Informatives:	Refer to Draft Decision Notice							
Consultations								
Adjoining Occupiers:	No. notified	00	No. of responses	03	No. of objections	03		
	A site notice was displayed on 07/02/2018 and expired on 28/02/2018.							
Summary of consultation responses:	A site notice was displayed on 07/02/2018 and expired on 28/02/2018. In response to the proposal, objections were received from 27 Lyncr Gardens, 37 Burrard Road 2A Kidderpore Gardens. Objections were made on the following grounds: • I oppose this. It is not a telephone kiosk – [redacted wording]. The website quotes nothing about telephones, only advertising displantes. [Redacted wording] (Even if it were a phone box, it would be totally the wrong location). • There is no requirement for a telephone and the kiosk will only be vehicle for advertising. It is much better for older and disablaresidents (and parents with small children) if the pavements are ket clear. Please do not allow these kisoks to spring up in our community. • Quoted from Maximus website: "free public Wi-Fi and unlimited for phone calls But dig a little deeper Now that's an awful lot of frommatice in the clear view of the policity of the community							
	 that location. The introduction of a telephone kiosk will only increase the above ASB, as it conceals the activities of what is occurring inside the actual space and prevents police or passers-by seeing what or who is in/near there. This generates for the latter a fear of crime especially in regards to begging. As they will use the phone box as a cover and as 							

- a back rest when they sit on the floor, when the footpath is reduced in width even more by their presence pedestrians have to walk past closely and therefore this generates an uncomfortable feeling for them.
- The extra lighting produced by the kiosk and the space it uses up in the public realm will also create an added distraction to an already cluttered street space. Any CCTV monitoring the area will be effected by this and therefore any crime prevention/detection properties they produce is lost.
- Recent media reports have highlighted the increase in planning applications submitted to local planners for the construction of telephone kiosks. These were proven to have very little or no benefit to the local community especially in regards to the facilities that they are alleged to supply. The main reason busy locations with a high pedestrian and vehicle activity is chosen so that the telephone kiosk can be used as advertising space.

TfL Spatial Planning objects on the following grounds:

- TfL understands from previous discussions with the Council and statements in the application materials that this proposal for a new phone box is not part of a deal between the Council and BT to renew the entire BT phone box estate across the borough. It is therefore not contingent on removal of more than 1 phone box in exchange for the new unit proposed, leading to an overall reduction in phone boxes in the public realm across Camden.
- This application should be carefully considered by the Council, as similar units installed in London elsewhere function mainly as advertising, not communications infrastructure. TfL Planning has supported the introduction of BT InLink units only in exchange for removal of at least 2 redundant and dilapidated phone boxes. Removal of at least 2 phone boxes prior to installation of the new unit proposed in this application should therefore be secured by appropriate planning obligations.
- TfL reminds the applicant and Council that the current London Plan Policy 6.10 (Walking) refers to 'promoting simplified streetscape, decluttering and access for all' and also states that Planning Decisions 'should ensure high quality pedestrian environments and emphasise the quality of the pedestrian and street space'. TfL Spatial Planning takes a view that the phone box proposed would not contribute in any way to a high quality pedestrian environment or emphasise the quality of pedestrian and street space.
- Oecluttering the streetscape is also prioritised in TfL Streetscape Guidance (available from https://tfl.gov.uk/corporate/publications-and-reports/streets-toolkit). TfL expects the standards and principles in this document to be applied to all phone box replacement applications by the council. Part E, page 241 of the guidance is about phone boxes and states: 'New open-sided units, such as the ST6, are now in use and include a 1.36-metre wide illuminated advert on one side. ST6 units should be fitted so that the advertisement faces the flow of traffic. A footway width of minimum 4,200mm is required but designers should also consider pedestrian flows to determine appropriate placement. They are not appropriate for conservation areas and require planning consent for illuminated advertisements.' The unit proposed in this application is similar to the ST6 discussed in the current TfL Streetscape guidance.
- We remind the Council that the draft new London Plan was launched

for consultation on 1st December 2017. This document is now a material consideration determining applications and in assessing general conformity of emerging local policy. As such, TfL now has regard to this Plan, inter alia, when assessing and responding to relevant consultations. Policy D7 (Public realm), part I, states: 'Ensure that shade and shelter are provided with appropriate types and amounts of seating to encourage people to spend time in a place, where appropriate. This should be done in conjunction with the removal of any unnecessary or dysfunctional clutter or street furniture to ensure the function of the space and pedestrian amenity is improved. Applications which seek to introduce unnecessary street furniture should normally be refused.' The street furniture proposed would be unnecessary due to the widespread popularity of mobile phones. It is also likely to be dysfunctional as a telephone kiosk due to extremely low usage. Policy T2 (Healthy Streets), part D, states: 'Development proposals should: 1) demonstrate how they will deliver improvements that support the ten Healthy Streets Indicators in line with Transport for London guidance.' This development proposal would not deliver any improvements that support any of the ten Healthy Streets Indicators.

- The site of the proposed development is actually on Finchley Road, which forms part of the Transport for London Network (TLRN). TfL is the highway authority for the TLRN, and is therefore concerned about any proposals which may affect the performance and/or safety of the TLRN. Section 31 of the Traffic Management Act specifically states that the term "traffic" includes pedestrians and cyclists, as well as motorised vehicles whether engaged in the transport of people or goods. Unnecessary and dysfunctional street clutter at any location in the footway on the SRN or Transport for London Road Network (TLRN) has an obvious adverse impact on the movement of pedestrians, which goes against TfL's statutory network management duties.
- Finally, the application Cover Letter also mentions a legal decision on prior approvals for phone boxes Infocus Public Networks Ltd v Secretary of State for Communities and Local Government [2010] EWHC 3309, which ruled that matters of prior approval on siting and appearance should be treated as analogous to reserved matters following the granting of planning permission. However this decision should be revisited and national government should consider reforming the legislation on phone box prior approvals to halt the increasingly common and clearly negative practice of phone box prior approvals being used as an excuse to introduce advertising to London's streets by stealth, cluttering the streetscape against current and emerging London Plan policy and compromising TfL's statutory network management duties, as explained above.
- For the reasons above, TfL Spatial Planning objects to the application on behalf of TfL.

Transport Strategy object as follows:

The site is located on Finchley Road, a busy pedestrian route which
forms part of the strategic road network. The nearest transport
interchange is Finchley Road and Frognal Overground Station.
Pedestrian volumes are high and are forecast to increase significantly
when Crossrail services become operational later this year along with
ongoing economic growth in the borough. Existing footway space is a
scarce resource and must be safeguarded for pedestrians both now

and in the future to accommodate economic growth.

- The site location and block plan provided suggests that the telephone kiosk would be located adjacent to the kerb on a very wide section of footway. Unfortunately, the plan does not provide any dimensions to indicate how wide the footway actually is at this location. Our records suggest that the footway is approximately 11.5 metres wide. However, closer inspection indicates that the majority of this space is private forecourt which cannot be relied on as part of the effective footway width for pedestrian movement. The actual effective footway width measured from the kerb to the edge of the private forecourt would appear to be approximately 3.5 metres. The telephone kiosk would be 1.325 metres wide and would be offset from the kerb by 0.45 metres. The proposal would reduce the effective footway width by 1.8 metres. The true effective footway width for pedestrian movement is therefore likely to be approximately 1.7 metres. This would be unacceptable for such a busy pedestrian environment on a road which forms part of the strategic road network.
- The telephone kiosk would be located within a narrow strip of defined street furniture zone on the footway, adjacent to the kerb. The telephone kiosk would be significantly wider than other items of street furniture such as lamp columns, sign posts and a post box in the general vicinity of the site. The proposal would therefore have a harmful and negative impact on the streetscape.
- The telephone kiosk would obstruct and impede pedestrian
 movement (especially for blind and partially sighted pedestrians) and
 visibility on and along the footway. This would have a significant
 impact on pedestrian comfort levels, both now and in the future. It
 would obstruct inter-visibility between vehicular traffic and pedestrians
 wishing to cross the road at this location. The proposal therefore
 constitutes a hazard to public safety.
- The telephone kiosk would obstruct and impede kerbside activity such as deliveries, taxi pick-ups and drop-offs, refuse and recycling collections, and other servicing.
- I am also aware that the Metropolitan Police have raised concerns about this type of application. The telephone kiosk would facilitate crime and anti-social behaviour and would constitute a hazard to public safety. It would also obstruct CCTV visibility.
- The proposal must be refused for the above reasons.

The Council's Access Officer objects as follows:

- Under the New BS8300-1:2018 and BS-2:2018 all telephone communication devices for public use should be fitted with assistive technology such as volume control and inductive couplers and there should be an indication of their presence.
- A kneehole should be provided at least 500mm deep and 700mm high to allow ease of access for wheelchair users.
- Telephone controls should be located between 750mm and 1000mm above the floor level. To benefit people who are blind or partially sighted, telephones should be selected which have well-lit keypads, large embossed or raised numbers that contrast visually with their background, and a raised dot on the number 5.
- Instructions for using the phone should be clear and displayed in a large easy to read typeface
- A fold down seat (450-520mm high) or a perch seat (650-800mm high) should be provided for the convenience of people with ambulant mobility impartments.

The Fortune Green and West Hampstead Neighbourhood Development Forum objects on the following grounds:

- It conflicts with the Fortune Green and West Hampstead Neighbourhood Development Plan POLICY 9: Pavements & Pedestrians, in particular sub paragraphs, D14. Pavements & Pedestrians, D15. Street Clutter, and Recommendation H.
- The proposal will increase antisocial behaviour and litter as outlined in the Metropolitan Police Objection already made to this, and other similar, applications.
- There is an existing under-utilised phone box 80 metres to the north of the proposed site, so there is no need for further provision.
- clear from looking at the proposers' https://www.maximus-networks.com/ and its parent company, King Media Limited, that the purpose of the application is primarily to sites advertising and provide (unnecessary) secure not telecommunications services.
- To quote from King Medias website "Maximus is the trading name of King Media Limited which is a privately owned UK based outdoor advertising company. Our three divisions and ever expanding network includes some of Europe's most iconic locations giving advertisers the opportunity to showcase their products to the world in a truly...."
- No regard has been taken of the policies of The Fortune Green and West Hampstead Neighbour Development Plan.
- We support the comments made by Councillor Russell on this and other similar applications
- The NDF has objected to and LB Camden has already refused similar applications.
- We are also aware that LB Westminster has refused around ten similar proposals.
- https://www.westminster.gov.uk/sites/www.westminster.gov.uk/files/decided-17-07-16-central.pdf

Bloomsbury Ward Councillors Harrison, Francis and Madlani object on the following grounds:

• Street environment: use of space

As ward councillors for a central London ward, and one amongst us with executive responsible for street management and the environment, we are aware of the enormous demands that there are on space on the public highway. There are always a large number of competing claims from different items of street furniture. Their location can also impact on meeting other related demands, such as providing different types of parking or keeping the highway between a phonebox and nearby buildings clear. Especially as London's population only grows, with the number of jobs projected to grow in the area (increasing the daytime population), and the arrival of major transport infrastructure developments such as Crossrail and HS2, permitting these new phoneboxes to sprout up in these locations will cause significant detriment to the local authority's ability to effectively manage the streets, hindering the achievement of the very valid public aims of keeping the street clear, moving and uncluttered. When set against the virtually zero public benefit of more pay phones in the era of the smartphone – and in an area already with a preponderance of phoneboxes – the additional clutter these would bring to the area form a strong reason for refusal. While we are here, one notes the brazenness of the pretence that these items are being proposed for

Fortune Green and West Hampstead Neighbourhood Development Forum comments:

Bloomsbury Ward Councillors comments:

any reason other than to generate income through advertising, which in itself represents zero public benefit.

Street environment: cleanliness

Phone boxes attract litter and mess of a variety of type, both inside the structures and adjacent. Getting the companies to properly and regularly clean them is a never ending struggle, and it is not a task where they have covered themselves in glory. On occasion the council has stepped in to clean. These applications should be refused on the grounds of (lack of) cleanliness, consequent impact on the appearance of the area, and the drain this can represent to the local authority.

• Crime and antisocial behaviour

As noted by the local police, phone boxes can attract and provide a place for crime and antisocial behaviour to take place in. Creating new semi-enclosed spaces runs counter to both good design when it comes to designing out crime, and their creation will also represent a further drain on the time and resources of the police and of the local authority whose community safety officers, we know from our experience of many years as ward councillors, are obliged to respond to residents' complaints about these on-street venues of crime.

Site Description

The application site comprises of an area of the footway adjacent to 511 Finchley Road, on the south-western side of Finchley Road. The site is directly adjacent to a street sign to the north-west, and several mature highways trees and a post box are located within the immediate vicinity of the site on this side of Finchley Road.

The site is part of Transport for London's (TfL's) Road Network (TLRN). Although the site is not in a conservation area and is not adjacent to any listed buildings, it is on the border with the West End Green Conservation Area directly to the south and south-east.

Relevant History

Site history:

2017/1083/P - Installation of 1 x telephone box on pavement. Prior Approval refused 07/04/2017

Neighbouring sites:

None

Relevant policies

National Planning Policy Framework (2012)
Draft National Planning Policy Framework (2018)

London Plan (2016) Draft New London Plan (2017)

TfL's Pedestrian Comfort Guidance for London (2010)

Camden Local Plan (2017)

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

Camden Planning Guidance

CPG1 Design (2015) – Section 9 Designing safer environments

CPG7 Transport (2011) – Section 8 Streets and public spaces

Camden Streetscape Design Manual

West End Green Conservation Area Appraisal and Management Strategy (2011)

Fortune Green & West Hampstead Neighbourhood Plan (2015)

Policy 2 Design & character

Policy 3 Safeguarding & enhancing conservation area & heritage assets

Policy 9 Pavements & pedestrians

Assessment

1.0 Proposal

1.1 Confirmation is sought as to whether the installation of a telephone kiosk would require prior approval under Part 16 of Schedule 2 of the GPDO. The order permits the Council to only consider matters of siting, design and appearance in determining GPDO prior approval applications. The potential impact on crime and public safety are relevant considerations under siting, design, appearance and access.

1.2The kiosk would measure 1.3m in width, 1.1m in depth and 2.6m in height, and would be located

on the south-western pedestrian footway along Finchley Road, adjacent to the forecourt of No. 511 Finchley Road.

1.3It would have a steel frame and casings with 8mm clear polycarbonate toughened glass on two sides, and a solar panel on the roof.

2.0 Assessment

- 2.1 Policy A1 states that the Council will seek to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities, and that the Council will resist development that fails to adequately assess and address transport impacts affecting communities, occupiers, neighbours and the existing transport network. Paragraph 6.10 states that the Council will expect works affecting the highway network to consider highway safety, with a focus on vulnerable road users, including the provision of adequate sightlines for vehicles, and that development should address the needs of vulnerable or disabled users. Furthermore, Policy T1 point e) states that the Council will seek to ensure that developments provide high quality footpaths and pavements that are wide enough for the number of people expected to use them, including features to assist vulnerable road users where appropriate, and paragraph 8.9 of CPG7 (Transport) highlights that footways should be wide enough for two people using wheelchairs, or prams, to pass each other.
- 2.2 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'.
- 2.3 All development affecting footways in Camden is also expected to comply with Appendix B of Transport for London's (TfL's) Pedestrian Comfort Guidance, which notes that active and high flow locations must provide a minimum 2.2m and 3.3m of 'clear footway width' (respectively) for the safe and comfortable movement of pedestrians.
- 2.4 Policy T1 states that the Council will promote sustainable transport choices by prioritising walking, cycling and public transport use and that development should ensure that sustainable transport will be the primary means of travel to and from the site. Policy T1 points a) and b) state that in order to promote walking in the borough and improve the pedestrian environment, the Council will seek to ensure that developments improve the pedestrian environment by supporting high quality improvement works, and make improvements to the pedestrian environment including the provision of high quality safe road crossings where needed, seating, signage and landscaping.
- 2.5 Policy T1 (Public Transport) states that where appropriate, development will be required to provide for interchanging between different modes of transport including facilities to make interchange easy and convenient for all users and maintain passenger comfort.
- 2.6 Paragraph 8.6 of CPG7 (Transport) seeks 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.
- 2.7 Policy C5 requires development to contribute to community safety and security, and paragraph 4.89 of Policy C5 states that the design of streets 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 kiosk needs to be considered to ensure that it has a limited impact on the sightlines of the footway, and that the size of the kiosk should be minimised to limit its impact on the streetscene and to decrease opportunities for crime and anti-social behaviour.

3.0 Siting

- 3.1 The application site is located on a pavement with an effective footway width measuring roughly 3.5m wide. This area of the footway consistently experiences high pedestrian flows, due to its town centre location within close proximity of a bus stop and adjacent to a parade of shops.
- 3.2 Section 3.01 of Camden's Streetscape Design Manual requires a minimum unobstructed pathway width within the footway, known as the 'clear footway'. This guidance and Appendix B of TfL's Pedestrian Comfort Guidance, outlines the recommended minimum footway widths for different levels of pedestrian flows.
- 3.3The footprint of the proposed telephone kiosk measures 1.325m in width. Detailed design drawings that include the orientation and exact proposed positioning of the new telephone kiosk 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 kiosk 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 1.8m of the footway. This would reduce the 'clear footway' to less than the minimum threshold, which would reduce pedestrian comfort, resulting in overcrowding, issues highway safety through interfering with signals, visual obstructions, visibility splays and may lead to the discouragement of sustainable travel. As such, the proposal would be contrary to Policies A1 and T1 and is considered unacceptable.
- 3.4The applicant states there is a need for children to have access to public telephone kiosks in order to make free calls to Childline. However, there is an existing telephone kiosk approximately 90m to the north-west of the application site along the same side of Finchley Road, and so the applicant's reasoning is not considered to be sufficient justification for the installation of a further telephone kiosk. Given the infrequent use of telephone kiosks due to the prevalence of mobile phone use, it is considered that the proposed telephone kiosk would act only as a hindrance to pedestrian movement, adding further clutter to the streetscene rather than providing a public service for the benefit of highways users, contrary to Policy A1.

4.0 Design and Appearance

- 4.1 Policy D1 aims to ensure the highest design standards for developments. Policy D1 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. Policy D2 states that within conservation areas, the Council will only grant permission for development that 'preserves and enhances' its established character and appearance.
- 4.2 Considerable importance and weight has been attached to the harm and special attention has been paid to the desirability of preserving or enhancing the character or appearance of the adjacent conservation area, under s.72 of the Listed Buildings and Conservation Areas Act 1990

as amended by the Enterprise and Regulatory Reform Act (ERR) 2013.

- 4.3 The West End Green Conservation Area Appraisal and Management Strategy advises that 'decluttering the street scene should be a priority alongside creating priority for safe pedestrian movement'.
- 4.4This section of the footway is particularly clear of street furniture with the exception of a mature street tree, a street sign and a post box, which enhance the visual amenity of the area. It is considered that the introduction of a new telephone kiosk to this section of footway would severely degrade the visual amenity of the area through the creation of further unnecessary street clutter. Furthermore, due to its proposed location approximately 90m from an existing telephone kiosk on the same side of Finchley Road, it is considered that the proposed development would add to the over-proliferation of such structures and severely degrade the visual amenity of the area through the creation of further unnecessary street clutter.
- 4.5 The proposed structure is considered to be a very poor design in terms of size, scale, massing and proposed materials, and is not an appropriate or acceptable addition in this location. It would be an obtrusive piece of street furniture in this location detracting from the streetscene. The stainless steel incongruous design would provide an intrusive addition to the street. Consequently, the proposed kiosk would seriously affect the character and appearance of the adjacent West End Green Conservation Area, and would thus result in a significant harm to the wider streetscene. As such, the proposal would fail to adhere to Policies D1 and D2.
- 4.6The National Planning Policy Framework (The Framework) says that heritage assets are an irreplaceable resource and that they should be conserved in a manner appropriate to their significance. In this case there would be harm but it is considered that this would be less than substantial harm. In these circumstances the harm should be weighed against the public benefits of the proposals. As there is already an existing telephone kiosk within close proximity of the site there is not considered to be any public benefit from the provision of another kiosk in this location.

<u>Access</u>

4.7Policy C6 requires new buildings, spaces and facilities that the public may use to be fully accessible to promote equality of opportunity. Although the proposed kiosk would allow for wheelchair users to 'access' the kiosk, this does not amount to the provision of a wheelchair accessible phone. The Council's Access Officer has highlighted that there are a number of requirements which need to be considered for an accessible phone booth, including the height of the telephone controls, which should be located between 0.75m and 1.0m above the floor. The telephone controls in the proposed kiosk would be located at a maximum height of 1.2m above the floor, and so the proposed kiosk is considered unacceptable in terms of providing access for all, contrary to Policy C6.

5.0 Anti-social behaviour

5.1 With regards to community safety matters, a number of issues have been raised by the Metropolitan Police Crime Prevention Design Advisor. In particular it has been noted that existing telephone kiosks within the London Borough of Camden have become 'crime generators' and a focal point for anti-social behaviour (ASB). The design and siting of the proposal on a busy footway would further add to street clutter and safety issues in terms of crime and ASB, through reducing sight lines and natural surveillance in the area, and providing a potential opportunity for an offender to loiter. The proposal would therefore be contrary to Policy C5 and CPG1 (Design).

6.0 Conclusion

6.1 The proposal would result in unacceptable street clutter, harmful to the character and appearance of the streetscape and the adjacent West End Green Conservation Area, and to the detriment of pedestrian flows, and would create opportunities for crime and ASB. The proposal, by virtue of its siting and appearance, is considered unacceptable.

7.1 Refuse Prior Approval						

7.0 Recommendation