| Delegated Repor | Ort Analysis sheet | | Expiry Date: | 19/03/2018 | | |
|--|--|--------------------|---------------------------|------------|--|--|
| | N/A / attached | d | Consultation Expiry Date: | 21/02/2018 | | |
| Officer | | Application N | umber(s) | | | |
| Charlotte Meynell | | 2018/0326/P | | | | |
| Application Address | | Drawing Num | bers | | | |
| Pavement outside 100-110 London NW1 2AJ | Euston Road | Refer to draft o | lecision notice | | | |
| PO 3/4 Area Team Proposal(s) | Signature C&UD | Authorised Of | ficer Signature | | | |
| Installation of 1 x telephone kiosk on pavement. | | | | | | |
| Recommendation(s): | nendation(s): Prior Approval Required – Approval Refused | | | | | |
| Application Type: G | GPDO Prior Approval Determination | | | | | |

| Conditions or Reasons for Refusal: | Refer to Draft Decision Notice | | | | | | | | | |
|------------------------------------|---|----|------------------|----|-------------------|----|--|--|--|--|
| Informatives: | | | | | | | | | | |
| Consultations | | | | | | | | | | |
| Adjoining Occupiers: | No. notified | 00 | No. of responses | 00 | No. of objections | 00 | | | | |
| | A site notice was displayed on 31/01/2018 and expired on 21/02/2018. | | | | | | | | | |
| | No responses were received from neighbours. | | | | | | | | | |
| Summary of consultation responses: | | | | | | | | | | |
| | 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 Maximus. 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.
- 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 the 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.
- Decluttering 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

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 in 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 on Euston 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 proposal 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. So the duty requires TfL to

consider the movement of all road users: 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.

• For the above reasons, TfL Spatial Planning objects to the application on behalf of TfL.

Transport Strategy object as follows:

- The site is located near various transport interchanges including Euston and Kings Cross St Pancras on one of the busiest pedestrian corridors in the borough. Pedestrian volumes are extremely 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 telephone kiosk would be located on a pedestrian desire line between Euston Road and Chalton Street near the back of the footway. The proposal would therefore constitute an obstruction to pedestrian movement. This would be unacceptable. The telephone kiosk would be significantly wider than other items of street furniture such as lamp columns, sign posts and other telephone kiosks 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.
- 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 telephone kiosk would be located within 20 metres of 3 existing telephone kiosks. Observations suggest that these existing structures do not get used as telephone kiosks and merely provide a vehicle for roadside advertising. It is not actually clear if the existing telephone kiosks or the associated advertising panels have consent. However, the proposal to install another telephone kiosk in such close proximity to 3 existing telephone kiosks would merely represent unnecessary street clutter in an already cluttered pedestrian environment. The proposal would therefore have a harmful and negative impact on the streetscape.

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 proposed kiosk could be moved back fractionally so that it is not jutting out on the pavement more than the existing street furniture.

| 1 | |
|--|---|
| Bloomsbury Residents Action Group (BRAG) and Bloomsbury CAAC comments: | Bloomsbury Residents Action Group (BRAG) and Bloomsbury CAAC have objected on the following grounds: As residents of Bloomsbury, we are concerned about the quality of the environment in which we live, but we have neither the time nor the resources to object to every single application. I hope that planning officers dealing with these applications realise that there is considerable public outcry about the appalling condition of many existing telephone kiosks (which attract litter, unofficial adverts and antisocial behaviour). Consequently object to the endless applications for more unwelcome kiosks, which seem utterly irrelevant in today's era of mobile phone communication. |
| Metropolitan Police Service (Ward Sergeant for Holborn & Covent Garden, Bloomsbury and Camden Sector Team) comments: | The Metropolitan Police Service (Ward Sergeant for Holborn & Covent Garden, Bloomsbury and Camden Sector Team) have objected as follows: Historically, these kiosks attract antisocial behaviour in the form of drug taking, urination, faeces and sex working. Given the recent rise in homelessness in this area, I am sure you would agree with me that these new kiosks would be unwelcome. I am not sure how much revenue is raised from the use of these telephone kiosks, but when I was previously working in the Holborn area, the main use for them by the telephone operator was for advertising purposes. With the explosion of mobile phone use, I cannot see a reason for this number of public telephone kiosks in such a relatively small stretch of road. The new systems by 'Inlink' outside Euston station, which allows free calls, although they look great, they are now being used by drug users to call their drug dealers. You now have a huge problem of drug users congregating around them, which is yet another problem for police to deal with. This is an example of no matter how much innovation you put into new boxes, the result is the same, drugs and crime. I have many phone boxes across my wards on Tottenham court road, Seven dials and Cambridge circus that attract so many drug users and dealers, that I am bombarded by residents and businesses alike, demanding that I take action against the boxes in general and the crime associated with it. BT's response, categorically WILL NOT remove the boxes as in their words, create too much revenue for the company. Please can this issue be looked at, as I really do believe that they will attract ASB to the area. From bitter experience, once these are up, they are virtually impossible to get removed. |
| Bloomsbury Ward Councillors comments: | 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 phone box 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 phone boxes 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 phone boxes – 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 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 No. 100-110 Euston Road, on the northern side of Euston Road. The site is directly adjacent to a mature street tree to the north-east, and another mature street tree and two BT telephone kiosks are located between approximately 5-7m to the north-east of the site. An independently owned telephone kiosk is located approximately 17m to the north-east of the site along the northern side of Euston Road.

The site lies within the Central London Area and is part of Transport for London's (TfL's) Road Network (TLRN). The site does not fall within a conservation area and is not adjacent to any listed buildings.

Relevant History

Site history:

2018/0954/A – Display of 1 x LCD illuminated digital advertisement to telephone kiosk.

Advertisement consent under consideration.

2018/0879/P – Erection of freestanding telephone kiosk providing phone and Wi-Fi facilities, location based information, payment facilities with 1 x LCD illuminated digital advertisement following the removal of 1 x telephone kiosk. **Prior Approval under consideration**

2017/1022 – Installation of 1 x telephone box on pavement. Prior Approval refused 05/04/2017 2017/3507/P – Installation of 1 x telephone kiosk on the pavement. Prior Approval refused 07/08/2017

2017/3524/P – Installation of 1 x telephone kiosk on the pavement. **Prior Approval refused 07/08/2017**

Land adjacent to 110-118 Euston Road and junction with Mabledon Place

2017/1775/A – Installation of digital advertisement screen (Dimensions: 6m height x 4m width x 0.5m depth) and associated stand (Dimensions: 10.3m height x 0.9m width x 0.9m depth). **Advertisement consent application withdrawn 30/11/2017**

O/S 100 Euston Road

2015/2620/P – Replacement of an existing public telephone kiosk with a combined public telephone and Automated Teller Machine (ATM) kiosk. **Planning permission refused 09/12/2015**

Neighbouring sites:

Pavement outside Premier Inn, Euston Road

2017/3449/P – Installation of 1 x telephone kiosk on the pavement. **Prior Approval refused** 03/08/2017

Outside The British Library, 96 Euston Road

2009/1771/P – Installation of a telephone kiosk on the public highway. Prior Approval refused 22/05/2009. Appeal dismissed 04/05/2010

Land adjacent to Unison Centre, 130 Euston Road

2018/0313/P – Installation of 1 x telephone kiosk on the pavement. **Prior Approval under consideration**

2017/2705/P – Erection of a freestanding BT panel providing phone and Wi-Fi facilities with 2 x internally illuminated digital advertisement. Full planning application withdrawn 28/09/2017 2017/1195/P – Installation of 1 x telephone box on pavement. Prior Approval refused 06/04/2017

Land adjacent to 101 Euston Road

2018/0314/P – Installation of 1 x telephone kiosk on pavement. Prior Approval under consideration 2017/1078/P – Installation of 1 x telephone box on pavement. Prior Approval refused 07/04/2017

Land adjacent to 137-139 Euston Road

2018/0330/P – Installation of 1 x telephone kiosk on the pavement. **Prior Approval under consideration**

2017/1091/P – Installation of 1 x telephone box on pavement. Prior Approval refused 05/04/2017 2009/1170/P – Installation of a telephone kiosk on the public highway. Prior Approval refused 22/05/2009. Appeal dismissed 04/05/2010

Bus-Stop Outside 135 Euston Road

2017/0280/A – Display of 2x internally illuminated digital screens to bus shelter no. CAM00108AB. **Advertisement consent granted 07/03/2017**

Relevant policies

National Planning Policy Framework (2012)

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

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

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 northern pedestrian footway along Euston 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 6.0m wide. This area of the footway consistently experiences extremely high pedestrian flows, due to its close proximity to Euston, King's Cross, and St. Pancras Underground and Railway Stations

- 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.
- 3.3 The 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, it appears that the proposed telephone kiosk would be located in the middle of the pavement, set in 1.2m from the building line of 100-110 Euston Road, therefore the proposal would result in the loss of a minimum of 2.5m of the footway.
- 3.4 Policy A1 emphasises that it is important that development balances the needs of development with the needs and characteristics of local areas and communities and ties into the existing transport network. Given there are already three existing telephone kiosks located immediately adjacent to the application site on the same side of Euston Road, there is not considered to be any benefit to highway users from this proposal. It is considered that the loss of any of the clear footway would reduce pedestrian comfort, may lead to the discouragement of sustainable travel, and could have an impact on highway safety through interfering with signals, visual obstructions, visibility splays and leading to overcrowding. As such, the proposal would be contrary to Policies A1 and T1 and is considered unacceptable.
- 3.5 The applicant states there is a need for children to have access to public telephone kiosks in order to make free calls to Childline. However, as highlighted above, there are three existing telephone kiosks directly adjacent to the application site, 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.
- 3.6 The proposed scheme to reconfigure Euston Road and the King's Cross Gyratory are within the vicinity of the site. The scheme aims to create a high quality place and improve pedestrian comfort and increase the safety of vulnerable road users through providing additional space for walking and cycling. The installation of a new telephone kiosk in this location would add further street clutter to the streetscene, contrary to the aims of the committed scheme, and the resulting reduction in the footway width may discourage active travel. The siting of the proposal is therefore considered to be unacceptable.

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.
- 4.2 Due to its location adjacent to three existing telephone kiosks and the prominence of the proposal's siting, 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. 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. As such, the proposal would fail to adhere to Policy D1.

Access

- 4.3 Policy 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.
- 4.4 The Council's Access Officer also notes that the proposed telephone kiosk could be re-positioned further to the back of the pavement so that it does not extend forward of the existing street furniture along this section of Euston Road.

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. This would increase opportunities for crime in an area which already experiences issues with crime, therefore the proposal would 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 to the detriment of pedestrian flows, as well as creating issues with safety and poor accessibility. The proposal, by virtue of its siting and appearance, is considered unacceptable.

7.0 Recommendation

7.1 Refuse Prior Approval