Delegated Report	Analysis she	et	Expiry Date:	19/03/2018	
	N/A / attached		Consultation Expiry Date:	21/02/2018	
Officer		Application N	umber(s)		
Charlotte Meynell		2018/0343/P			
Application Address	Drawing Numbers				
Pavement outside 100 Avenue Road London NW3 3HF		Refer to draft c	lecision notice		
PO 3/4 Area Team Signat	ture C&UD	Authorised Of	fficer Signature		
Proposal(s)					
Installation of 1 x telephone kiosk on the pavement.					
Recommendation(s): Prior A	Prior Approval Required – Approval Refused				
Application Type: GPDO F	GPDO Prior Approval Determination				

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice						
Informatives:							
Consultations							
Adjoining Occupiers:	No. notified	00	No. of responses	01	No. of objections	01	
	A site notice was	s displa	ayed on 31/01/2018 a	and exp	bired on 21/02/2018.		
	In response to the proposal, an objection was received from 32 Belsize Park Gardens.						
	Objections were made on the following grounds:						
	• There is no need for a telephone box when everyone has a mobile phone. It is unnecessary street clutter and an excuse for underhand advertising. I strongly object.						
Summary of consultation responses:	phone. It is unnecessary street clutter and an excuse for underhand						

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.
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 Avenue 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. Furthermore, at this location, TfL is currently delivering a Cycle Superhighway extension which would directly conflict with this application. We are already facing significant challenges delivering our scheme due to the complexity of co-ordinating construction logistics with a neighbouring consented residential development at 100 Avenue Road.
- 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 in one of our town centres directly adjacent to Swiss Cottage Underground Station 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 Avenue Road and Eton Avenue. 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.

	<ul> <li>Bloomsbury Ward Councillors Harrison, Francis and Madlani object on the following grounds:</li> <li><u>Street environment: use of space</u> 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 dartime papulation) and the arrival of main</li> </ul>
Bloomsbury Ward Councillors comments:	<ul> <li>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.</li> <li>Street environment: cleanliness</li> <li>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.</li> <li>Crime and antisocial behaviour</li> <li>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.</li> </ul>

### Site Description

The application site comprises of an area of the footway adjacent to 100 Avenue Road and an entrance to Swiss Cottage Underground Station, on the eastern side of Avenue Road. The application site is located immediately adjacent to a BT link panel which was installed in 2017, and a number of Camden bicycle stands are situated to the directly to the east and south-east of the site. A young street tree is located directly to the north-east of the site, and a cycle lane runs alongside the western side of the site.

The site 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:

2017/1074/P – Installation of 1 x telephone box on pavement. Prior Approval refused 05/04/2017 2004/2964/P – Remove existing two telephone kiosks and re-siting of new telephone kiosk on to paved area adjoining public footway. Prior Approval Given 24/08/2004

### Neighbouring sites:

### Pavement outside Swiss Cottage Library, 88 Avenue Road

2018/0344/P – Installation of 1 x telephone kiosk on pavement. Prior Approval under consideration 2017/1073/P – Installation of 1 x telephone box on pavement. Prior Approval refused 04/04/2017

## Pavement outside 131 Finchley Road

2018/0350/P – Installation of 1 x telephone kiosk on pavement. Prior Approval under consideration 2017/2489/P – Installation of 1 x telephone box on the pavement. Prior Approval refused 21/06/2017

2017/1069/P – Installation of 1 x telephone box on pavement. Prior Approval refused 07/04/2017

## O/S Overground House, 125 Finchley Road

**2017/0444/P** – Erection of freestanding BT panel providing phone and Wi-Fi facilities, with 2 x internally illuminated digital advertisements following the removal of 1 no. BT telephone kiosk. **Full planning application withdrawn 05/07/2017** 

## Bus shelter outside 125 Finchley Road (Overground House)

**2016/1654/A** – Installation of double-sided structure to existing bus shelter no. 0107/0211 for display of 2x internally illuminated digital screens. **Advertisement consent granted 02/11/2016** 

### Telephone Kiosks outside 125-127 Finchley Road

**2018/0960/A** – Display of LCD internally illuminated digital advertisement. **Advertisement consent under consideration** 

**2018/0884/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 2 no. telephone kiosks. **Prior Approval under consideration** 

### Pavement outside 17-24 Dobson Close

2018/0348/P – Installation of 1 x telephone kiosk on pavement. Prior Approval under consideration 2017/1068/P – Installation of 1 x telephone box on pavement. Prior Approval refused 05/04/2017

### Telephone Kiosk outside 20 Northways Parade

2018/0894/A – Display of 1 x LCD illuminated digital advertisement to telephone kiosk.

### Advertisement consent under consideration

**2018/0862/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 3 x telephone kiosks. **Prior Approval under consideration** 

### **Telephone Kiosk outside 2 Harben Parade**

**2018/0895/A** – Display of 1 x LCD illuminated digital advertisement to telephone kiosk. Advertisement consent under consideration

**2018/0854/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 3 x telephone kiosks. **Prior Approval under consideration** 

### **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

## 1.0Proposal

- 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 eastern pedestrian footway along Avenue Road, adjacent to 100 Avenue Road and Swiss Cottage Underground Station.
- 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.

2.2Camden'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'.
- 2.3All 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 measuring roughly 2.3m wide. This area of the footway consistently experiences extremely high pedestrian flows, particularly at peak times due to its town centre location adjacent to Swiss Cottage Underground Station.
- 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, 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.
- 3.4 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, the application site is immediately adjacent to an existing BT link panel providing call and wifi facilities, and there are 11 further existing telephone kiosks within 128m of the application site. These include 1 x BT link panel directly adjacent to the site; 3 x telephone kiosks within approximately 128m south east of the site on the same side of Avenue Road; 4 x telephone kiosks approximately 55m south-west of the site on the opposite (western) side of Finchley Road; 1 x further telephone kiosks between 78m and 82m north-west of the site on the western side of Finchley Road; and 1 x telephone kiosk on the eastern side of College Crescent approximately 91m north-west of the site. As such, the applicant's reasoning is not considered to be sufficient justification for the installation of a further telephone kiosk. In addition to concerns about the infrequent use of telephone kiosks 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.
- 3.5 The proposed scheme to install Cycle Super Highway Route 11 and reconfigure the Swiss Cottage Gyratory are within the vicinity of the site. The schemes aim 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 schemes, and the resulting reduction in the footway width would hinder pedestrian movement and may discourage active travel. The siting of the proposal is therefore considered to be unacceptable and contrary to Policy T1.

## 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 the prominence of the proposal's siting on an already crowded section of pedestrian footway, and immediately adjacent to an existing BT link panel, that the proposed development would add to the over-proliferation of telephone kiosks 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.

#### <u>Access</u>

- 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 has also noted that the positioning of the proposed telephone kiosk is too close to the existing bicycle lane, and that it would need to be re-positioned in order to increase the natural pedestrian desire line space on the pavement and to reduce the likelihood of a collision between pedestrians and cyclists.

## 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