

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 21 November 2017	Classification For General Release	
Report of Director of Planning		Ward involved St James's	
Subject of Report	Westminster Pier , Victoria Embankment, London, SW1A 2JH		
Proposal	Location of temporary ticket office kiosk on Victoria Embankment adjacent to entrance of Westminster Pier.		
Agent	N/A		
On behalf of	Thames Clippers		
Registered Number	17/06102/FULL	Date amended/ completed	20 July 2017
Date Application Received	10 July 2017		
Historic Building Grade	Unlisted		
Conservation Area	Whitehall		

1. RECOMMENDATION

Grant conditional permission for temporary period of one year subject to no representations being received that raise new material issues in response to the applicants' revised notification to landowners which expires on 28 November 2017.

2. SUMMARY

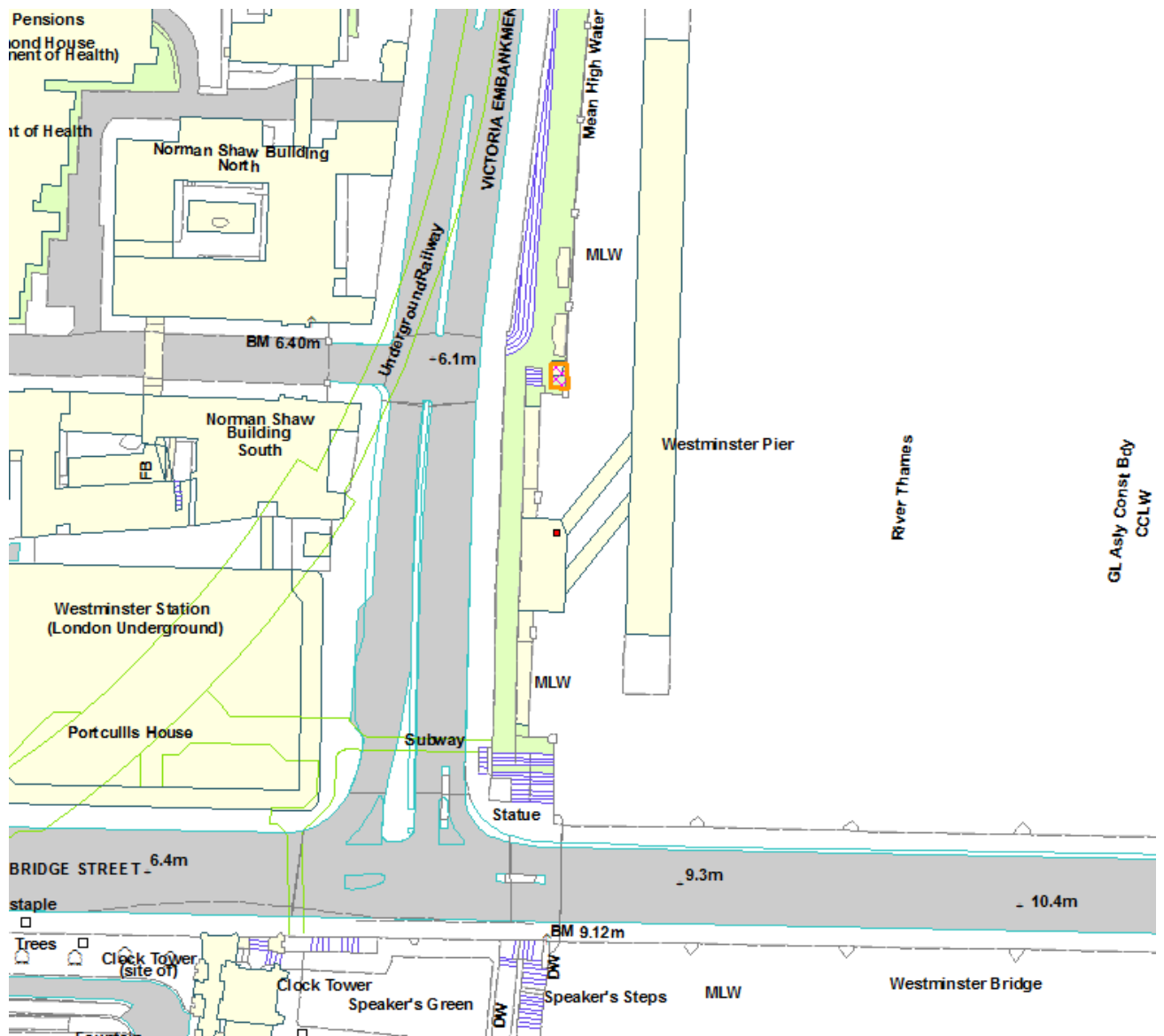
Westminster Pier is located on the west side of the river to the north of Westminster Bridge and is accessed via Victoria Embankment. Permission is sought to locate a ticket kiosk adjacent to the pier entrance for a temporary period of one year.

The key issues in this case are:

- * The impact of the proposals users of the highway;
- * The impact of the proposals upon the appearance of the Whitehall Conservation Area.

The proposals are considered to comply with the Council's policies in relation to amenity, highways and design as set out in the Unitary Development Plan (UDP) and Westminster's City Plan (City Plan) and the application is recommended for approval.

3. LOCATION PLAN



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4. PHOTOGRAPHS



5. CONSULTATIONS

HISTORIC ENGLAND

Raise no comments.

PORT OF LONDON AUTHORITY

No objection in principle.

TRANSPORT FOR LONDON

- Raise concern with impact on pedestrian movement through the site and suggest a Crowd Management Plan be secured.
- Requests data on trip generation for the ticket office. (informative added)
- Consider it would be more appropriate to establish a permanent ticketing area.

WESTMINSTER SOCIETY:

No objection.

THORNEY ISLAND SOCIETY:

No objection.

LONDON BOROUGH OF LAMBETH:

Any comments received to be reported verbally.

HIGHWAYS PLANNING:

No objection.

- Agree with TfL that a crowd management plan should be secured.
- Content to allow for a temporary period to allow for review.

DESIGNING OUT CRIME OFFICER:

Any comments received to be reported verbally.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 12

Total No. of replies: 6

No. of objections: 6

- Impacts on clear and safe passage for wheelchair users.
- Area is already very congested at busy times with unregulated queues.
- prior to ticket office being installed there was a metal gate which prevented people from using the space as a toilet, if the ticket office is considered acceptable then a similar gate should be installed between the proposed and existing kiosks.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

Westminster Pier is located downstream of Westminster Bridge on the River Thames. The pier is accessed from Victoria Embankment which also provides pedestrian access to Westminster underground station. The proposed site for the ticket kiosk is on Victoria Embankment adjacent to the entrance to Westminster Pier. This kiosk is currently in situ but in a different location to that proposed due to the existence of an unlawful fence.

The pier itself is not listed but the embankment wall is Grade II listed and the site is within the Whitehall Conservation Area. The application site is within close proximity to several notable sites including the Grade II listed Westminster Bridge, Grade II star County Hall on the opposite side of the river, Grade II star Norman Shaw Building South and the Grade I listed Norman Shaw Building North.

6.2 Recent Relevant History

Two relevant enforcement cases are currently open which related to the unauthorised fencing located adjacent to the site and breach of condition requiring the neighbouring kiosk to be in place for a temporary period (expired 31 August 2016).

A variety of applications for neighbouring kiosks include:

27 August 2013 – Permission granted for retention of ticket sales office for river boat cruises for a temporary period. (13/05702/FULL)

27 January 2010 – Permission granted for retention of ticket sales office for river boat cruises for a temporary period of three years. (09/08793/FULL)

30 August 2007 – Permission granted for retention of ticket sales office for river boat cruises for a temporary period until 30 September 2009. (07/06403/FULL)

03 November 2005 – Permission granted for retention of ticket sales kiosk in connection with river boat business, renewal of temporary permission dated 30 September 2003 (RN:03/06186/FULL). (05/06470/FULL)

27 May 2005 - Certificate of lawfulness granted for use of northern unit within the northern kiosk for Class A1 retail purposes comprising the sale of tickets for river boat services, sale of sandwiches, hot and cold beverages for consumption off the premises. (05/02004/CLOPUD)

30 September 2003 – Permission granted for retention of ticket sales kiosk in connection with river boat business, renewal of temporary permission dated 12.11.01 (RN:01/05945/FULL). (03/06186/FULL)

12 November 2001 – Permission granted for erection of a kiosk in connection with river boat trip business. (01/05945/FULL)

7. THE PROPOSAL

Planning permission is sought for the provision of a ticket kiosk on Victoria Embankment, adjacent to three existing ticket kiosks and the Grade II listed Victoria Embankment wall. The kiosk would serve Thames Clippers who run the river bus service. Thames Clippers operate under both licence and contract to TfL throughout its route network

In 2016 permission was granted for the extension of Westminster Pier and those works have now been completed. Prior to the 2016 permission a number of river services were already serving Westminster Pier. The extension of the pier primarily sought to facilitate Thames Clippers, the applicant for the temporary kiosk. The applicant had been using the temporary kiosk within the pier itself, but as this is not visible to readily visible to customers until they are within the pier itself. The proposal seeks to site the temporary kiosk on Victoria Embankment adjacent to the existing ticketing facilities in order to provide a passenger ticket sales and an information hub.

The Thames Clipper services operate from 06.50 until 23.30 weekdays and from 09.36 to 23.36 at weekends. The ticket kiosk would remain in situ when not in use.

8. DETAILED CONSIDERATIONS

8.1 Land Use

Policy S37 of the City Plan and saved Policy RIV 7 of the UDP encourages the improvement to piers in order to encourage public access to the Thames for water dependent leisure, tourism or public transport. The provision of the temporary ticket kiosk is to enable the operator, Thames Clippers, to increased visual presence in order to encourage use of the additional river service serving Westminster Pier.

8.2 Townscape and Design

The proposed temporary ticket kiosk measures 2.4m (high) x 1.2m (deep) x 1.8m (wide). The ticket kiosk is formed from a steel frame and powder coated aluminium framework cladding and security glazed window.

This part of Victoria Embankment contains two existing ticket kiosks which have been in situ for approximately 29 years. A third ticket kiosk was approved in 2001 adjacent to the existing kiosks on a one year temporary basis, which has been renewed on an annual basis since 2001. The last temporary permission was renewed in 2015 and has since expired in August 2016. The City Council's Planning Enforcement Team is currently dealing with the expiration of the temporary permission.

The provision of structures such as kiosks along the Embankment is normally considered to be contentious in design terms. However, the existing structures have been in place for a number of years albeit under temporary permissions, and attempts are being made to review the existing structures along the pier in order to provide a more coherent and unified solution.

The proposed kiosk is smaller than the existing adjacent kiosks. Given its modest size and location it is considered that the addition of the kiosk would not have a sufficiently

detrimental impact on the character and appearance of this part of the Whitehall Conservation Area, localised views of the Thames or the embankment wall to justify withholding permission.

The ticket kiosk displays the name of the operator and details of the services that it provides. A condition is recommended to ensure no adverts requiring express under the Town and Country Planning (Control of Advertisements) Regulations are installed on the kiosk and that no part of the kiosk is to be physically attached to the listed embankment wall. A condition is recommended that the kiosk is only permitted for a temporary one year period to allow its installation to be reviewed during the intervening period.

8.3 Residential Amenity

No residential properties are close enough to the site to be negatively affected by the proposals.

8.4 Transportation/Parking

The siting of the ticket office is on the Victoria Embankment nearest to the entrance to Westminster Pier. The area where the ticket office is proposed is on land which is controlled by the Council as highway authority. The remainder of Victoria Embankment forms part of the Transport for London Road Network (TLRN). The site is also located adjacent to the Cycle Superhighway along Victoria Embankment.

Victoria Embankment provides a popular pedestrian route through to Westminster Bridge, Westminster underground station and the Houses of Parliament located to the south of the site and to Parliament Street to the west of the site, as well as pedestrians accessing and exiting from Westminster Pier itself. As such the area adjacent to Westminster Pier along Victoria Embankment is highly active pedestrian route.

Given the competing interests around the application site, objections have been raised from the existing ticket operators and members of the public on grounds that the location of the kiosk interferes with an access ramp leading onto the pier. The area around the existing ticket kiosks is prone to congestion as a result of people queuing for tickets but this is a pre-existing condition and there currently appears to be no mitigation measures in place.

The proposed siting of the kiosk would be positioned in the far corner of this section of Victoria Embankment. The applicant has confirmed that the ticket kiosk has been in place since 16 August 2017, although not in the currently proposed location. During this time the applicant has stated that they have not seen any congestion as described by the objectors and that the location has been agreed with the London River Services. The currently unauthorised location, at a right angle and closer to the access ramp, is considered to be more harmful to pedestrian movement when compared with the proposed location.

TfL have raised concerns given the busy nature of the site with people queuing at the existing ticket kiosks and coming on and off the pier. The applicant has stated that customers using Thames Clippers not only purchase tickets from the ticket office but can also purchase using Oyster/Contactless, pre-pay online, mobile app, self-serve machine

on the pier itself, so they are able to manage customer flow at the ticket office and have not experienced any crowding issues. The applicant has stated that the visibility of the ticket office at street level has improved the efficiency of the pedestrian flow as customers with Oyster or contactless payment are directed to proceed down onto the pier without dwelling on the embankment. In line with TfL's recommendation a condition attached requiring the applicant to submit a crowd management plan, which will seek to address pedestrian comfort and ensure the ramp is not obstructed.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size.

8.6 Access

No changes to the access and egress of Victoria Embankment at street level and to Westminster Pier are proposed. Sufficient space would be retained to allow wheelchair users to access the adjacent ramp.

8.7 Other UDP/Westminster Policy Considerations

Not applicable.

8.8 London Plan

This application raises no strategic issues.

8.9 National Policy/Guidance Considerations

The City Plan and UDP policies referred to in the consideration of this application are considered to be consistent with the NPPF unless stated otherwise.

8.10 Planning Obligations

Planning obligations are not relevant in the determination of this application.

8.11 Environmental Impact Assessment

Not applicable.

8.12 Other Issues

Objectors have raised the issue of anti-social behaviour in an area adjacent to the existing kiosk on site. An unauthorised fence has been installed in an attempt to dissuade this behaviour. The fence is subject to a separate enforcement investigation. Should there be a need to install fencing or other mitigating measures to prevent anti-social behaviour; these can be considered on their own merits upon submission of a separate planning application.

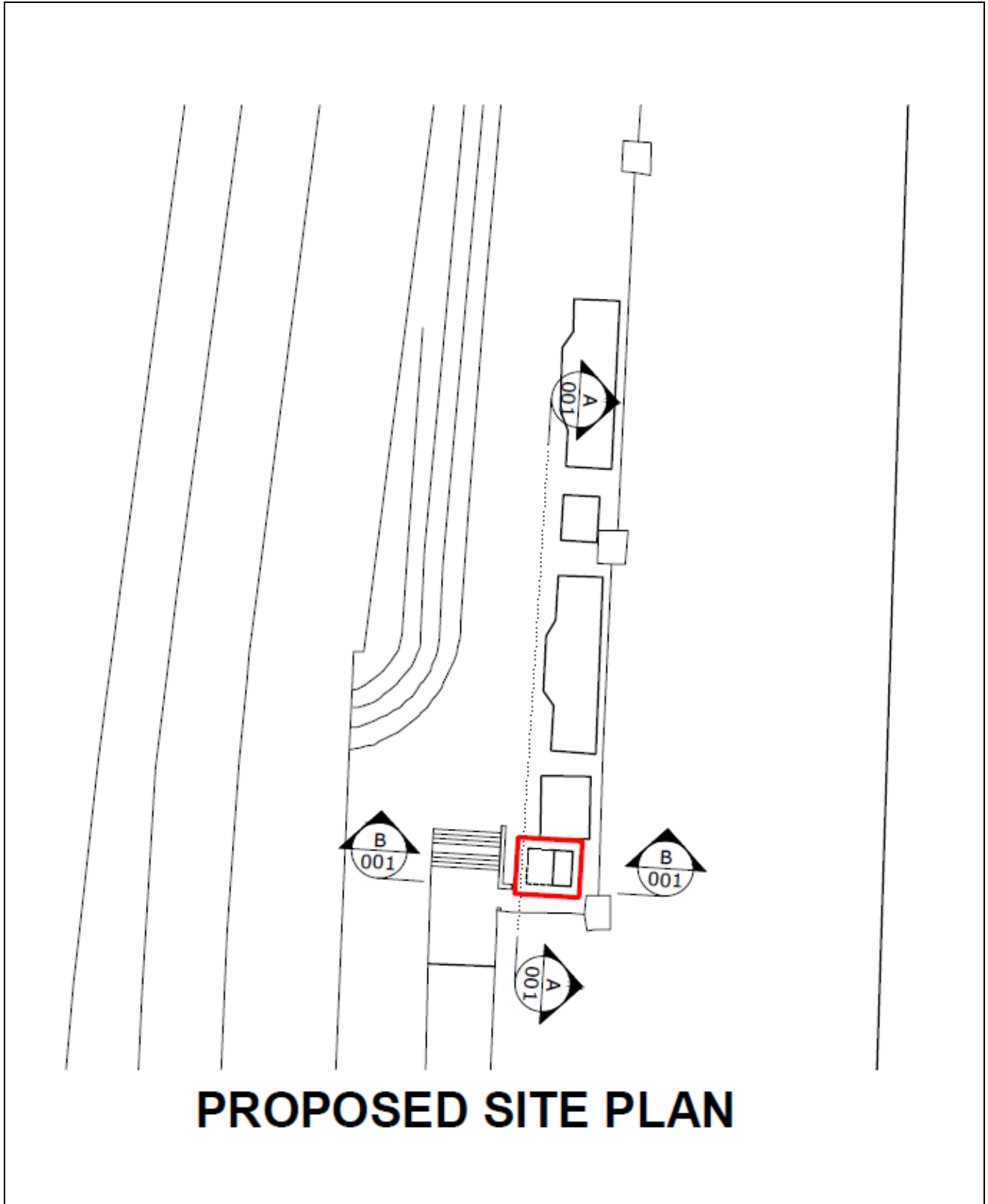
9. BACKGROUND PAPERS

1. Application form.
2. Letter from Historic England dated 31 July 2017.
3. Email from Port of London Authority dated 01 August 2017.
4. Email from Transport for London dated 11 August 2017.
5. Email from Westminster Society received 27 July 2017.
6. Email from Thorney Island Society received 02 August 2017.
7. Email from Highways Planning Manager dated 03 November 2011.
8. Email from Tower Pier, Lower Thames Street received 31 July 2017.
9. Email from occupier, 78 Park Crescent, Erith received 01 August 2017.
10. Email from occupier, Westminster Pier, Victoria Embankment received 02 August 2017.
11. Email from occupier, 2 Cyril Road, Bexleyheath received 02 August 2017.
12. Email from Crown River Cruises Ltd, Tower Millennium Pier received 09 August 2017.
13. Email from City Cruises Plc, Cherry Garden Pier received 14 August 2017.

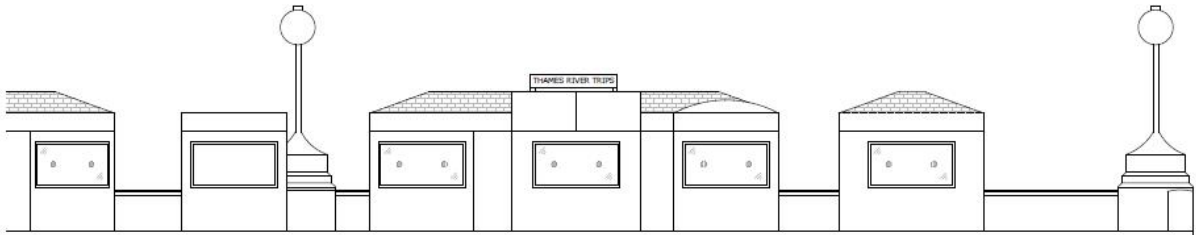
(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: KIMBERLEY DAVIES BY EMAIL AT KDAVIES1@WESTMINSTER.GOV.UK

10. KEY DRAWINGS

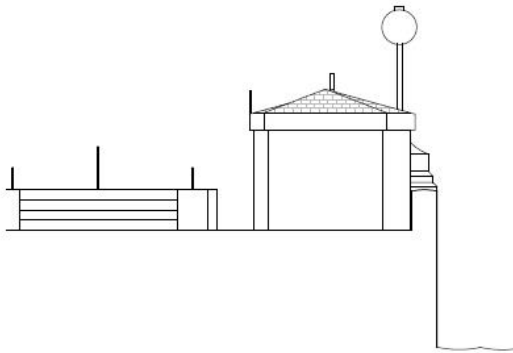


PROPOSED SITE PLAN



EXISTING ELEVATION A-A

SCALE 1:100

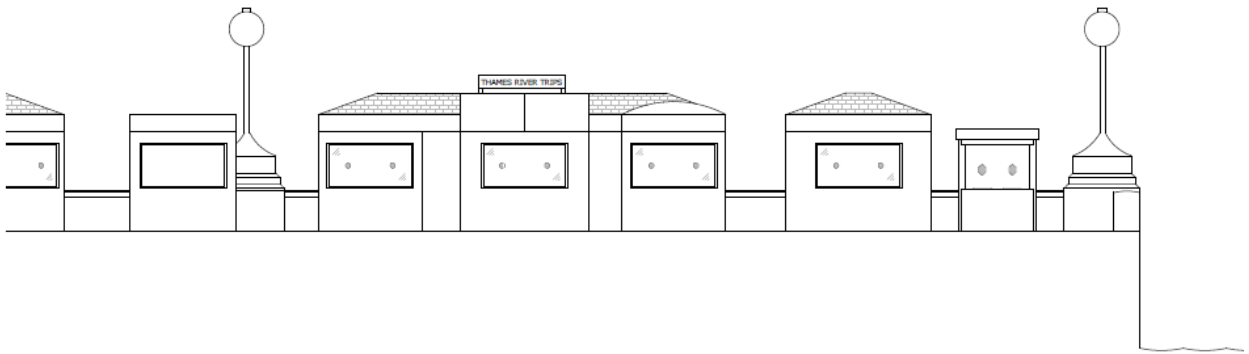


EXISTING ELEVATION B-B

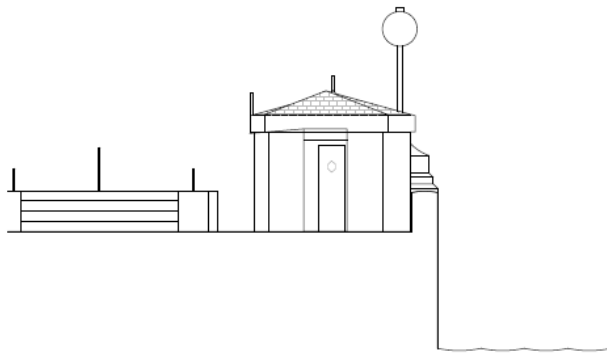
SCALE 1:100



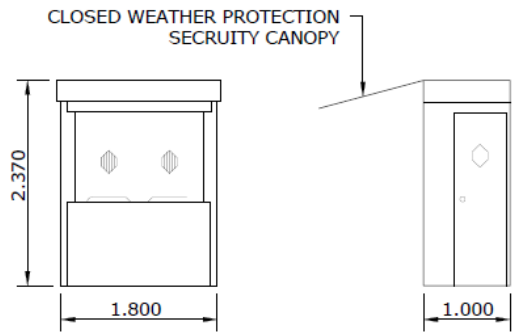
SITE PHOTO



PROPOSED ELEVATION A-A
SCALE 1:100



PROPOSED ELEVATION B-B
SCALE 1:100



SALES KIOSK DIMENSIONS
SCALE 1:50

DRAFT DECISION LETTER

Address: Westminster Pier , Victoria Embankment, London, SW1A 2JH

Proposal: Location of temporary ticket office kiosk on Victoria Embankment adjacent to entrance of Westminster Pier.

Reference: 17/06102/FULL

Plan Nos: 1739-01, 1739-02, 1739-03, A4 photomontage showing MBNA temporary ticket office facility, Westminster Pier - proposed location and Design and Access Statement.

Case Officer: Zulekha Hosenally

Direct Tel. No. 020 7641 2511

Recommended Condition(s) and Reason(s)

- 1 The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 2 The ticket office hereby approved can remain for one year from the date of this decision notice. After the expiration of the one year period the ticket office must be removed and the land returned to its previous condition.

Reason:

The City Council considers it necessary to continuously assess the effect of the ticket office in terms of visual amenity, its impact on this part of the Whitehall Conservation Area and adjoining listed structures and highway safety, having regard to the prominent location of the ticket office and the improving quality of the riverside environment and its future popularity and use. This is in accordance with Policies S25, S28, S37 and S41 of Westminster's City Plan (November 2016) and DES 1, DES 5, DES 10 (A), paras 10.108 to 10.146, TRANS 3, TRANS 12 and RIV 5 of our Unitary Development Plan that we adopted in January 2007.

- 3 No part of the ticket office hereby approved shall be fixed to, or come into contact with the Grade II listed Embankment Wall adjacent, or any other listed features in the vicinity.

Reason:

To protect the special architectural or historic interest of the listed Embankment Wall and to make sure the development contributes to the character and appearance of the Whitehall Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

- 4 No signs or other advertising shall be displayed on the ticket office hereby approved unless they have been the subject of Express Consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 (see informative 2).

Reason:

To make sure that the appearance of the ticket kiosk is suitable and that it contributes to the character and appearance of this part of the Whitehall Conservation Area and setting of the adjoining listed Embankment wall, and adjacent listed structures. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 1, DES 5 DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

- 5 Within 3 months of this decision a Crowd Management Plan must be submitted in consultation with Transport for London to addresses pedestrian comfort (including pedestrians on wheelchairs and those with prams) to avoid overcrowding of Victoria Embankment within the vicinity of the ticket kiosk and demonstrate that there will be unobstructed access to the step free ramp onto the pier.

Reason:

To minimise the impact of the proposed siting of the ticket kiosk on pedestrian movement in and around Victoria Embankment and the surrounding area. This is as set out in S29 of Westminster's City Plan (November 2016) and STRA 25, TRANS 23, ENV 5 and ENV 6 of our Unitary Development Plan that we adopted in January 2007.

Informative(s):

- 1 In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.
- 2 Given the sensitive location of the ticket office any proposed signage must be kept to a minimum unless they have been the subject of Express Consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 or the City Council is satisfied that "Express Consent" is not required.
- 3 You are advised that in the event that you seek to renew this temporary permission we will expect to see data on trip generation for the ticket office which should include the total number of passengers using Thames Clippers services and well as the proportion of passengers that use the services through the contactless payment method. You are advised to provide this data to Transport for London prior to submission of any future planning application.