

Committee:	Date:
Planning and Transportation	23 May 2017
Subject: 1no. Telephone Kiosk O/S 118A London Wall London EC2Y 5JA Change of use of 1no. BT K6 telephone kiosk to an office pod (sui generis) and associated alterations.	Public
Ward: Coleman Street	For Decision
Registered No: 16/01176/FULL	Registered on: 31 January 2017
Conservation Area:	Listed Building: NO

Summary

Planning permission is sought for the change of use of a K6 telephone kiosk to an office pod (Sui Generis). The office pod would provide printing, scanning, copying and WiFi services for registered members.

Externally, the telephone kiosk would remain largely unaltered and would remain painted in BT phone box red. The existing glazed panels would be replaced with toughened safety glass to match the existing and a new electronic keypad operated mortice lock would be fitted below the pull handle.

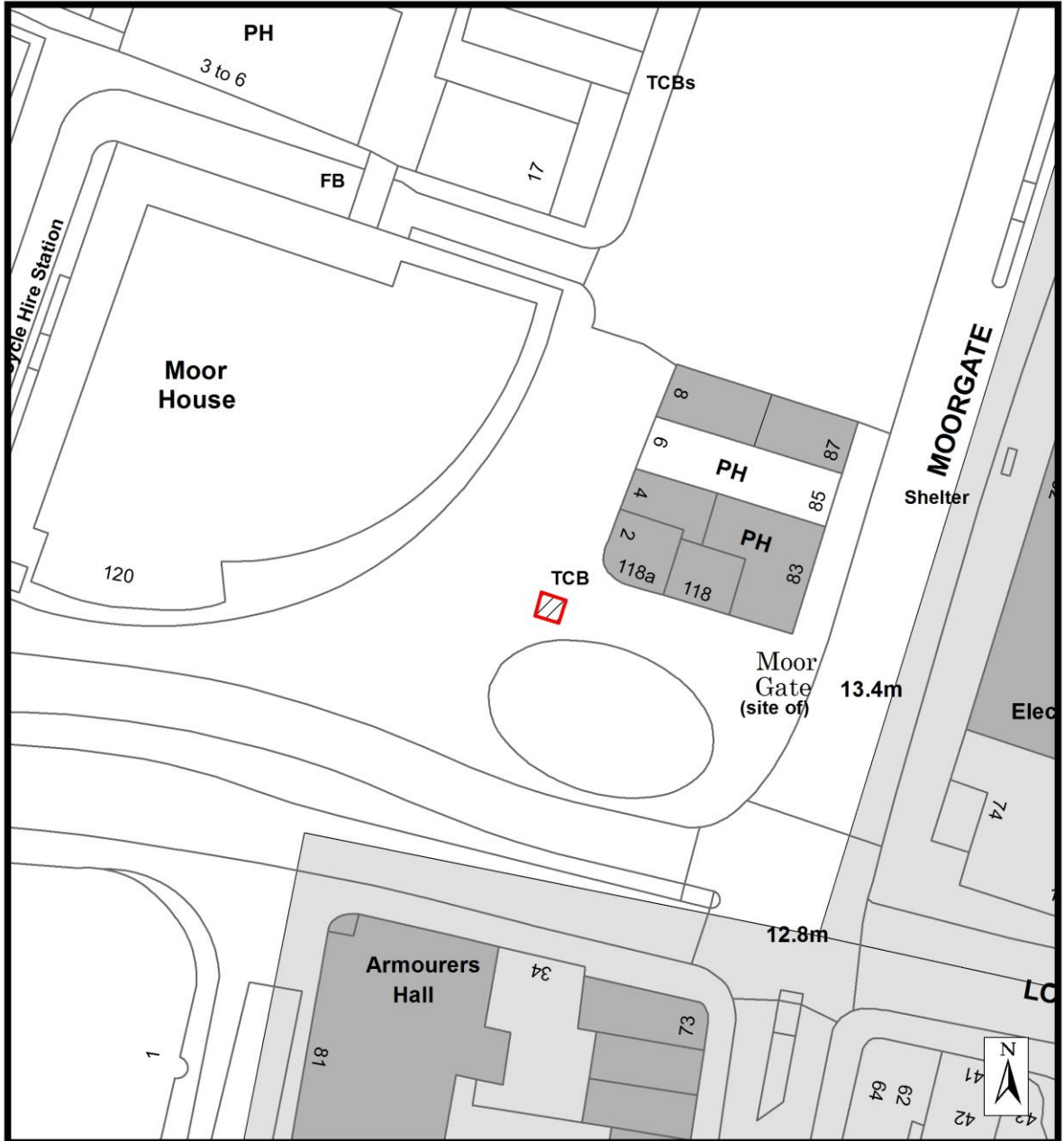
The proposed servicing and refuse collection arrangements are acceptable. There is sufficient footway capacity around the site and the proposal would not create additional obstructions or clutter on the highway.

The conversion to an office pod is satisfactory in design, heritage and use terms, complies with all relevant local and national policies, and ensures the reuse of these redundant structures.

Recommendation

That planning permission be granted for the above proposal in accordance with the details set out in the attached schedule.

Site Location Plan



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ADDRESS:

Telephone Kiosk O/S 118A London Wall

CASE No.
16/01176/FULL

-  **SITE LOCATION**
-  **LISTED BUILDINGS**
-  **CONSERVATION AREA BOUNDARY**
-  **CITY OF LONDON BOUNDARY**



DEPARTMENT OF THE BUILT ENVIRONMENT





Main Report

Site

1. The application relates to one K6 telephone kiosk located outside 118 and 118a London Wall. The kiosk sits against the hoardings around the Moorgate Crossrail site and to the south of the site is the green open space known as the Moor House lawn.
2. The K6 telephone was kiosk designed by Sir Giles Gilbert Scott and was introduced in 1936 to commemorate the silver jubilee of King George V.
3. The telephone kiosk is not listed. It is considered to be a non-designated heritage asset. The Bank Conservation Area is located to the south and the Finsbury Circus Conservation Area to the west. The grade II listed 2, 4 and 8 Moorfields and 118 and 118a London Wall are visible in views of the kiosk and it sits within the wider setting of the scheduled ancient monument and grade II* listed Armourers Hall and grade II listed 73 Moorgate. A further scheduled monument, the remains of the Moorgate and the Roman and medieval London wall, sits under the adjacent crossroads and is not visible from street level.

The Proposal

4. Planning permission is sought for the change of use of the K6 telephone kiosk to an office pod (Sui Generis). The existing telephone kiosk is redundant and the telecommunications equipment within the kiosk has been de-commissioned by BT.
5. The office pod would provide printing, scanning, copying and WiFi services and would be accessible to registered users only. Members can join by downloading an application form from the applicants' website or by downloading an app on a mobile device.
6. The proposal does not fall within a typical office use (Use Class B1) and the application before you would be for a sui generis use.
7. There would be a WiFi hotspot available to the general public within a 3m radius of the telephone kiosk.
8. The door of the telephone kiosk would remain closed during the day, except when users are entering and leaving the kiosk.
9. Externally, the telephone kiosk would remain largely unaltered and remain painted in BT phone box red. A new electronic keypad operated mortice lock would be fitted externally below the existing pull handle. The existing glazed panels would be replaced with 4mm toughened safety glass to match the appearance of the existing glazing.
10. The interior of the kiosk would be stripped back to the original cast iron shell and internal metal backboard, on which the redundant telephone equipment is mounted. A metal frame to carry the office equipment would be fixed into the metal backboard in place of the telephone equipment. Two shelves would extend from this frame approximately a third of the way into the kiosk. The office installation would be mounted on this frame, with servicing concealed between the frame and kiosk wall. A new

suspended ceiling mounted on existing supports would house a smoke detector, CCTV camera and light source. A stool would be bolted to the metal floor of the kiosk.

11. Maintenance of the office pod, equipment and supplies would be carried out daily. Waste would be collected in a bin within the telephone kiosk and would be collected daily by an external cleaning company and disposed of at the headquarters of the cleaning contractors.

Consultations

1. The application has been publicised on site and in the press.
2. The views of other City of London departments have been taken into account in the consideration of this scheme.
3. The City of London's Licensing Manager has expressed concerns about the proposal given that it would involve street trading. The applicant has been advised of the comments from the Licensing Team and has been asked to contact them for further advice on licensing requirements.
4. The City of London Police have been consulted and advised that a locked kiosk and monitored access offers a greater level of security than the current situation and the proposed plans would not increase the security risk.

Policy Context

5. The development plan consists of the London Plan and the City of London Local Plan. The London Plan and Local Plan policies that are most relevant to the consideration of this case are set out in Appendix A to this report.
6. Government Guidance is contained in the National Planning Policy Framework (NPPF).

Considerations

7. The Corporation in determining the planning application has the following main statutory duties to perform:-
 - To have regard to the provisions of the development plan, so far as material to the application, to local finance considerations so far as material to the application, and to any other material considerations (Section 70 (2) Town & Country Planning Act 1990);
 - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38 (6) of the Planning and Compulsory Purchase Act 2004);
 - In considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its settings or any features of special architectural or historic interest which it possesses, (S66 (1) Planning (Listed Building and Conservation Areas) Act 1990).

- When considering the applications special attention shall be paid to the desirability of preserving or enhancing the character or appearance of nearby conservation areas (S72 (1) Planning (Listed Buildings and Conservation Areas) Act 1990.
8. Chapter 12 of the NPPF is relevant in this instance as it sets out the policy considerations for applications relating to designated and non-designated heritage assets. Considerable importance and weight should be given to the desirability of preserving or enhancing the setting of the conservation areas and the setting of listed buildings, when carrying out any balancing exercise in which harm to the significance of the conservation areas or the setting of listed buildings is to be weighed against public benefit.
 9. It is necessary to assess all of the policies and proposals in the Development Plan and to come to a view as to whether in the light of the whole plan the proposal does or does not accord with it.
 10. The principal issues in considering this application are:
 - The acceptability of the proposed alterations in design and heritage terms.
 - The suitability of the site to accommodate the proposed office pod (Sui Generis)
 - The impact of the proposed use on the highway

Acceptability of the proposal in design and heritage terms

11. Non-listed K6 telephone kiosks are considered to be non-designated heritage assets. They are a valued element of the public domain. The high quality of the design demonstrates Gilbert Scott's conversance with classical principles and represents an era when public bodies gave careful consideration to the aesthetic impact of such utilities.
12. A key characteristic of the K6 telephone kiosks is their 8 by 3 pattern of glazing, on three of the four walls, that maximises their transparency and permits townscape views through the structure. The proposed replacement toughened glass would match the appearance of the existing and the insertion of a locking system would not materially alter this transparency or the external appearance of the telephone kiosk. Further details of the external alterations and a sample of the glazing would be required by condition.
13. The office pod would be a modest intervention that maintains maximum transparency through the glazed sides of the kiosk, which is key to its character. The removal of the internal telephone equipment would be regrettable as it is visible through the glazed exterior of the telephone kiosk and defines its original purpose. However, the modest scale of the new office pod does not conflict with the overall character of the kiosk as a communications device.

14. The kiosk sits within the setting of the grade II listed buildings Nos. 2, 4 & 8 Moorfields and Nos. 118-118a London Wall. It is considered to make a positive contribution to the settings of these listed buildings and forms a group with them. The kiosk sits within the wider setting of the scheduled ancient monument and grade II* listed Armourers Hall, grade II No. 73 Moorgate and the Bank Conservation Area, all located to the south. As the proposed office pod would minimise changes to the kiosk's external appearance, and secure the repainting and refurbishment of the external metalwork, the proposal is considered to have a beneficial effect on the settings of these designated heritage assets.

The Suitability of the site to accommodate the proposed office pod

15. On 10th March 2016 officers reported Historic Telephone Kiosk Issues and Options to your committee. This established the City Corporation's position on historic K2 and K6 kiosks, namely that they should in principle be retained in red livery and appropriate new uses sought. Officers undertook further kiosk survey work and identified this site on London Wall as having the potential to support a new use without conflicting with uses of the highway.
16. The City of London Local Plan Policy CS1 seeks to promote innovative ways of working and to strengthen the City's international competitive advantage. The office, though small in scale, would provide workspace contributing to the range of office accommodation the City needs in order to meet varied demands.
17. The public would be able to access the office kiosk, by becoming members of 'Podworks', via an online application form or an app on a mobile device. The service would be chargeable and members would be provided with an access code once they have made an online booking which would allow access to the office pod for up to 1 hour. Access to the office pod would be available to members from 0600 hours to 2300 hours seven days a week.
18. Members would be able to have access to office functions such as printing, scanning, copying and access to WiFi. A free WiFi hotspot for members of the general public within 3m of the office pod would be available by signing onto the connection with an email address.
19. The proposed change of use of the telephone kiosk to an office pod (Sui Generis) would revive the neglected kiosk, which is currently in a poor state of repair, whilst respecting the characteristics that makes it significant whilst continuing to provide a communication related function.

Access

20. Due to the nature of the existing telephone kiosk it is not possible to make them fully accessible without fundamentally altering their appearance. The Access Officer has indicated that the proposed height adjustable stool within the kiosk is welcomed.

Transport and Highways

21. The telephone kiosk is sited on public highway. Policy DM10.4 of the Local Plan encourages the enhancement of highways, the public realm and other spaces.
22. Policy CS16 of the Local Plan aims to improve conditions for safe and convenient walking. London Plan Policy 6.10B states that development proposals should ensure high quality pedestrian environments. London Plan policy 7.5B advises that street furniture and infrastructure should be of the highest quality, maintain uncluttered spaces and should contribute to easy movement of people through space.
23. The site is in close proximity to Moorgate Station on a key access route to the station of the new Elisabeth Line station as well as Liverpool Street and experiences high levels of footfall, particularly during commuter and lunchtime periods. Notwithstanding this, the area immediately outside the telephone kiosk benefits from a generous footway width. During operational hours, the door to the telephone kiosk would remain closed and would only open when users are entering and exiting the kiosk. It is not considered that the proposed change of use would result in a significant increase in user traffic or create additional obstruction and clutter on the highway or adversely impact on pedestrian movement.
24. The applicants' design, access and heritage statement states that no external paraphernalia would be added to the kiosk. A planning condition would be added to ensure the external elevations of the kiosk remains free from clutter.
25. The proposed change of use would not detract from the public realm and permeability of the surrounding area supporting the aims of policies DM10.4, DM16.1 and DM17.1 of the Local Plan and policies 6.10B and 7.5B of the London Plan.

Waste

26. The modular unit would provide a waste bin. The waste would be collected daily by an external cleaning contractor, who would dispose of the waste at their headquarters which would prevent the need for waste to be deposited on the highway.

Security and Maintenance

27. An electronic mortice lock would be fitted externally and the kiosk would be kept locked at all times which would help protect the equipment within the kiosk. Members would be provided with an access code each time they wish to use the office pod. An emergency door release button would be located within the kiosk. The existing glazed panels would be replaced with 4mm thick toughened safety glass to help prevent the panels from being damaged from anti-social behaviour. A CCTV camera would be fitted internally, to help deter criminal activity. The proposed alterations in association with the change of use could help eliminate aspects of anti-social behaviour and criminal activity associated with dis-used telephone kiosks.

28. The kiosk would be cleaned and serviced daily between 2300 – 0600 hours and this would include cleaning the kiosk internally and externally, replacing any supplies such as paper and ink and ensuring the operating parts of the office pod are in good working order including repairing any damage. The daily maintenance programme would ensure the telephone kiosks would remain free of advertisements, flyers, graffiti and damage from anti-social behaviour.
29. The kiosks are let to the applicants from BT on a full repairing lease over a ten year period which includes a requirement that the applicant carries out annual maintenance works if the site is unoccupied. The annual maintenance programme would comprise a complete refurbishment if required, which would include all exterior and interior works. It is recommended the daily and annual maintenance of the telephone kiosks is secured as a planning condition of any approval.

Conclusions

30. The proposal for conversion to an office pod is satisfactory in design and heritage terms and complies with all relevant local and national policies.

Background Papers

Internal

Memorandum Department of Markets and Consumer Protection 16 Feb 2017

Email City of London Police 9 May 2017

External

Design and Access/Heritage Statement November 2016, Rev B

Planning Application (PodWorks Work Space Soul) 5th Revision 07/04/2017

Pod Works Workspaces Limited – Operational Overview

Podworks Agreed Locking Solution July 2016

City of London Podworks

Appendix A

London Plan Policies

The London Plan policies which are most relevant to this application are set out below:

Policy 7.2 All new development in London to achieve the highest standards of accessible and inclusive design.

Policy 7.3 Creation of safe, secure and appropriately accessible environments.

Policy 7.5 London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

Policy 7.6 Buildings and structures should:

b be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm

Relevant Local Plan Policies

CS3 Ensure security from crime/terrorism

To ensure that the City is secure from crime, disorder and terrorism, has safety systems of transport and is designed and managed to satisfactorily accommodate large numbers of people, thereby increasing public and corporate confidence in the City's role as the world's leading international financial and business centre.

CS10 Promote high quality environment

To promote a high standard and sustainable design of buildings, streets and spaces, having regard to their surroundings and the character of the City and creating an inclusive and attractive environment.

CS12 Conserve or enhance heritage assets

To conserve or enhance the significance of the City's heritage assets and their settings, and provide an attractive environment for the City's communities and visitors.

CS16 Improving transport and travel

To build on the City's strategic central London position and good transport infrastructure to further improve the sustainability and efficiency of travel in, to, from and through the City.

CS17 Minimising and managing waste

To support City businesses, residents and visitors in making sustainable choices regarding the minimisation, transport and management of their waste, capitalising on the City's riverside location for sustainable waste transfer and eliminating reliance on landfill for municipal solid waste (MSW).

DM3.2 Security measures

To ensure that security measures are included in new developments, applied to existing buildings and their curtilage, by requiring:

- a) building-related security measures, including those related to the servicing of the building, to be located within the development's boundaries;
- b) measures to be integrated with those of adjacent buildings and the public realm;
- c) that security is considered at the concept design or early developed design phases of all development proposals to avoid the need to retro-fit measures that impact on the public realm;

- d) developers to seek recommendations from the City of London Police Architectural Liaison Officer at the design stage. New development should meet Secured by Design principles;
- e) the provision of service management plans for all large development, demonstrating that vehicles seeking access to the building can do so without waiting on the public highway;
- f) an assessment of the environmental impact of security measures, particularly addressing visual impact and impact on pedestrian flows.

DM10.1 New development

To require all developments, including alterations and extensions to existing buildings, to be of a high standard of design and to avoid harm to the townscape and public realm, by ensuring that:

- a) the bulk and massing of schemes are appropriate in relation to their surroundings and have due regard to the general scale, height, building lines, character, historic interest and significance, urban grain and materials of the locality and relate well to the character of streets, squares, lanes, alleys and passageways;
- b) all development is of a high standard of design and architectural detail with elevations that have an appropriate depth and quality of modelling;
- c) appropriate, high quality and durable materials are used;
- d) the design and materials avoid unacceptable wind impacts at street level or intrusive solar glare impacts on the surrounding townscape and public realm;
- e) development has attractive and visually interesting street level elevations, providing active frontages wherever possible to maintain or enhance the vitality of the City's streets;
- f) the design of the roof is visually integrated into the overall design of the building when seen from both street level views and higher level viewpoints;
- g) plant and building services equipment are fully screened from view and integrated in to the design of the building. Installations that would adversely affect the character, appearance or amenities of the buildings or area will be resisted;
- h) servicing entrances are designed to minimise their effects on the appearance of the building and street scene and are fully integrated into the building's design;
- i) there is provision of appropriate hard and soft landscaping, including appropriate boundary treatments;
- j) the external illumination of buildings is carefully designed to ensure visual sensitivity, minimal energy use and light pollution, and the discreet integration of light fittings into the building design;
- k) there is provision of amenity space, where appropriate;
- l) there is the highest standard of accessible and inclusive design.

DM10.4 Environmental enhancement

The City Corporation will work in partnership with developers, Transport for London and other organisations to design and implement schemes for the enhancement of highways, the public realm and other spaces. Enhancement schemes should be of a high standard of design, sustainability, surface treatment and landscaping, having regard to:

- a) the predominant use of the space, surrounding buildings and adjacent spaces;
- b) connections between spaces and the provision of pleasant walking routes;
- c) the use of natural materials, avoiding an excessive range and harmonising with the surroundings of the scheme and materials used throughout the City;
- d) the inclusion of trees and soft landscaping and the promotion of biodiversity, where feasible linking up existing green spaces and routes to provide green corridors;
- e) the City's heritage, retaining and identifying features that contribute positively to the character and appearance of the City;
- f) sustainable drainage, where feasible, co-ordinating the design with adjacent buildings in order to implement rainwater recycling;
- g) the need to provide accessible and inclusive design, ensuring that streets and walkways remain uncluttered;
- h) the need for pedestrian priority and enhanced permeability, minimising the conflict between pedestrians and cyclists;
- i) the need to resist the loss of routes and spaces that enhance the City's function, character and historic interest;
- j) the use of high quality street furniture to enhance and delineate the public realm;
- k) lighting which should be sensitively co-ordinated with the design of the scheme.

DM12.1 Change affecting heritage assets

1. To sustain and enhance heritage assets, their settings and significance.
2. Development proposals, including proposals for telecommunications infrastructure, that have an effect upon heritage assets, including their settings, should be accompanied by supporting information to assess and evaluate the significance of heritage assets and the degree of impact caused by the development.
3. The loss of routes and spaces that contribute to the character and historic interest of the City will be resisted.
4. Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings.

5. Proposals for sustainable development, including the incorporation of climate change adaptation measures, must be sensitive to heritage assets.

DM16.1 Transport impacts of development

1. Development proposals that are likely to have effects on transport must be accompanied by an assessment of the transport implications during both construction and operation, in particular addressing impacts on:
 - a) road dangers;
 - b) pedestrian environment and movement;
 - c) cycling infrastructure provision;
 - d) public transport;
 - e) the street network.
2. Transport Assessments and Travel Plans should be used to demonstrate adherence to the City Corporation's transportation standards.

DM17.1 Provision for waste

1. Waste facilities must be integrated into the design of buildings, wherever feasible, and allow for the separate storage and collection of recyclable materials, including compostable material.
2. On-site waste management, through techniques such as recycle sorting or energy recovery, which minimises the need for waste transfer, should be incorporated wherever possible.

SCHEDULE

APPLICATION: **16/01176/FULL**

1no. Telephone Kiosk O/S 118A London Wall London EC2Y 5JA

Change of use of 1no. BT K6 telephone kiosk to an office pod (sui generis) and associated alterations.

CONDITIONS

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
REASON: To ensure compliance with the terms of Section 91 of the Town and Country Planning Act 1990.
- 2 Before any works thereby affected are begun the following details shall be submitted to and approved in writing by the Local Planning Authority and all development pursuant to this permission shall be carried out in accordance with the approved details:
(a) particulars and samples of the materials to be used on all external faces of the building including a sample of the proposed glazing
REASON: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development and to ensure a satisfactory external appearance in accordance with the following policies of the Local Plan: DM10.1, DM12.1
- 3 The refuse collection and storage facilities shown on the drawings hereby approved shall be provided and maintained throughout the life of the building for the use of all the occupiers.
REASON: To ensure the satisfactory servicing of the building in accordance with the following policy of the Local Plan: DM17.1.
- 4 Details of the maintenance regime including refuse collection shall be submitted to and approved in writing by the local planning authority before any works thereby affected are begun. The development shall be maintained as approved for the life of the development unless otherwise approved by the local planning authority.
REASON: To safeguard the appearance of the telephone kiosk in accordance with the following policies of the Local Plan: DM 10.1, DM 10.4, 12.1 and DM 17.1
- 5 Unless otherwise hereby approved no advertisements shall be displayed or external alterations shall be carried out on any part of the telephone kiosk without prior consent in writing from the Local Planning Authority
REASON: To ensure a satisfactory external appearance in accordance with the following policy of the Local Plan: DM10.1.

- 6 The development shall not be carried out other than in accordance with the following approved drawings and particulars or as approved under conditions of this planning permission: PL02 Rev B
REASON: To ensure that the development of this site is in compliance with details and particulars which have been approved by the Local Planning Authority.