

<b>CITY OF WESTMINSTER</b>			
<b>PLANNING APPLICATIONS COMMITTEE</b>	<b>Date</b> 23 February 2016	<b>Classification</b> For General Release	
<b>Report of</b> Director of Planning		<b>Ward(s) involved</b> St James's	
<b>Subject of Report</b>	<b>Westminster Pier, Victoria Embankment, London, SW1A 2JH,</b>		
<b>Proposal</b>	Downstream extension of Westminster Pier measuring 32 metre (length) by 10 metre (width) including the modification of the existing V-berth end pontoon and the installation of one pile and associated works.		
<b>Agent</b>	Miss Rebecca Sladen		
<b>On behalf of</b>	London River Services		
<b>Registered Number</b>	15/04038/FULL	<b>Date amended/ completed</b>	11 May 2015
<b>Date Application Received</b>	8 May 2015		
<b>Historic Building Grade</b>	Unlisted		
<b>Conservation Area</b>	Whitehall		

## 1. RECOMMENDATION

Grant conditional permission.

## 2. SUMMARY

Westminster Pier is located on the west side of the river close to Westminster Bridge. The pier is unlisted but is within the Whitehall Conservation Area.

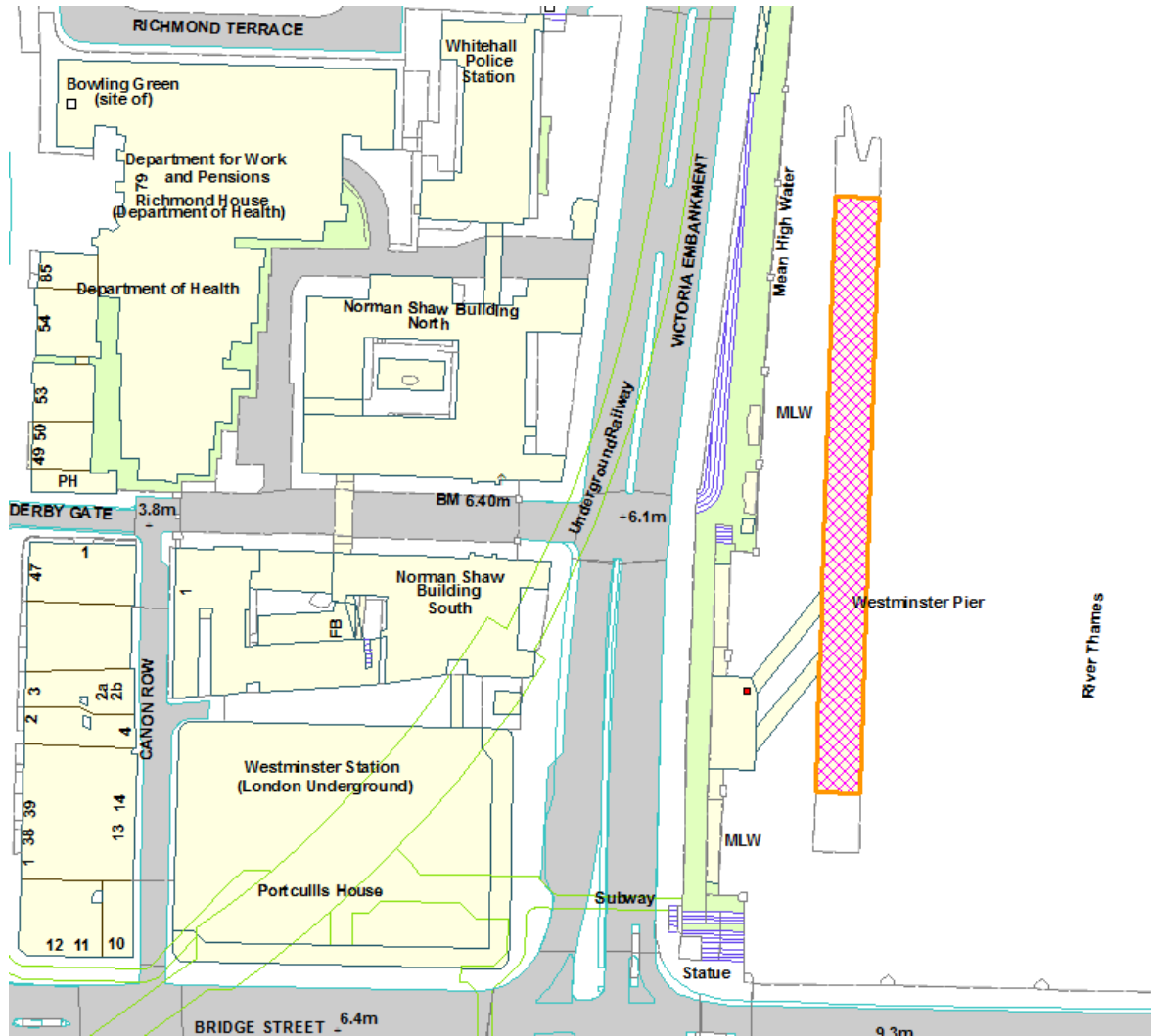
Permission is sought to extend the existing pier by providing an additional pontoon measuring 32 metre (length) by 10 metre (width) and associated modifications to the existing V-berth end pontoon and the installation of one pile. The proposals seek to increase the berthing capacity of the pontoon in order to accommodate the London River bus service in addition to vessels which currently use the pier.

The key issues in this case are:

- \* The impact of the proposals upon the River Thames.
- \* The impact of the proposals upon the appearance of the conservation area.

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

### 3. LOCATION PLAN



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4. PHOTOGRAPHS



## 5. CONSULTATIONS

### HISTORIC ENGLAND:

- generally content with the massing and design for the extension, which reflects the existing.
- design and access statement appears to show extensive coloured glazed infilling under the entire length of the canopy.
- glazing is kept to a minimum so as to reduce the visual impact of the pier.

### ENVIRONMENT AGENCY:

No objection subject to a condition to ensure mitigation measures are provided in respect of piling works.

### THAMES WATER:

No objection subject to the London River Services liaising with Thames Tideway Tunnel to coordinate the construction programme for the extension of the pier with the Thames Tideway Tunnel construction.

### LONDON BOROUGH OF LAMBETH:

Raise no objection.

### TRANSPORT FOR LONDON (PLANNING):

- No objection;
- the uplift in passengers and pedestrians at the site is quite small.

### PORT OF LONDON AUTHORITY:

No objection in principle. A condition is recommended to secure details of a Construction Environmental Management Plan (CEMP).

### WESTMINSTER SOCIETY:

No objection.

### HIGHWAYS PLANNING:

No objection.

### HISTORIC ENGLAND (ARCHAEOLOGY):

Any comments to be reported verbally.

### ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. consulted: 30.

No. of responses: 4.

### PEDESTRIAN SAFETY:

- further enlargement of the pier should incorporate additional entry and exits.
- enlargement of the pier would cause a safety issue for passengers entering and exiting the pier.
- health, safety and welfare of passengers using the pier.
- provision of a new brow to service the eastern end of the Pier in order to manage increased passenger numbers.

**OTHER CONSIDERATION**

- title of application had referred to 'upstream' extension and not downstream but this has been corrected.

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. Westminster Pier is accessed from Victoria Embankment which also provides pedestrian access to Westminster underground station.

The Pier itself is not listed but is located within the Whitehall Conservation Area. The pier is located 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**

None relevant.

**7. THE PROPOSAL**

Permission is sought for the downstream extension of Westminster Pier measuring 32 metre (length) by 10 metre (width) including the modification of the existing V-berth end pontoon and the installation of one pile and associated works.

**8. DETAILED CONSIDERATIONS****8.1 Land Use**

Policy S37 of the Westminster Plan (2013) and saved Policy RIV 7 encourages the improvement to piers in order to encourage public access to the Thames for water dependent leisure, tourism or public transport.

The proposed extension of the pier will allow the London River bus services, which currently does not stop at Westminster Pier, to serve the pier thereby improving the river service along this part of the river, and to also improve the capacity for other vessels which already serve the pier.

The proposed extension of the pier will provide waiting room facilities which is welcomed.

## 8.2 Townscape and Design

The proposal matches the existing in both design and massing. The pier is at a low level and is therefore unlikely to affect views or the setting of the surrounding listed buildings. The extension remains sufficiently off set from the river wall and therefore sits comfortably within its context. The proposals are not considered to harm the character of the conservation area. Furthermore, the proposals allow additional boats to use the pier, which is considered a public benefit.

Historic England note that Figure 1.4 of the Design and Access Statement shows coloured glass. However, this would appear to be a lighting system as noted on paragraph 2.8. The use of lighting is considered acceptable, however this should be kept to a minimum. Therefore a condition is recommended to secure details of the lighting.

The applicant has also confirmed that the proposed extension of the pier will still enable the City Council to access the river wall safely for routine inspections of the flood defence.

## 8.3 Residential Amenity

Given the location of the application site there are no residential properties within the vicinity of the site which would be affected by the proposals.

## 8.4 Transportation/Pedestrian Movement

Westminster Pier is located on the Victoria Embankment which forms part of the Transport for London Road Network (TLRN). The site is also located adjacent to the proposed 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 a fairly busy and active pedestrian route.

Given the competing interests around the application site objections have been raised from existing boat operators that the extension to the existing pier will increase passenger numbers and that the existing arrangements to provide access onto and off the pier are inadequate to accommodate this increase.

The applicant has confirmed that the number of boat operators currently serving the pier will not change as a result of the proposed extension. The additional boat service will be the River Bus which will be operated by the Thames Clipper service. The applicant has provided a pedestrian modelling survey which was based on the worst case scenario that the vessels serving the pier would be at full capacity. In reality this is unlikely to occur but the applicant has provided additional information to address the objections raised. This has been assessed by Transport for London (Planning Division) and the City Council's Highways Planning Manager who have confirmed that whilst there will be an increase in passenger numbers using the pier, this increase is slight. The applicant has also stated

that the increased use and promotion of Oyster cards as a method of travelling will reduce queuing for tickets.

The applicant has also stated that they already have in place a 'Pier Operational Plan' which is a site specific plan for all TfL owned piers, which is managed on a day to day basis by the pier Controller. This plan is reviewed every six months, usually in April and October, or when significant changes occur to boat service patterns. On this basis it is considered that the proposed extension to the pier is unlikely to cause an adverse impact on the surrounding area in terms of pedestrian movement.

### **8.5 Economic Considerations**

The economic benefits of the scheme are welcomed.

### **8.6 Access**

As highlighted in section 8.4 the applicant already has a Pier Operational Plan in place for all TfL owned piers, which does not change the current access arrangements.

### **8.7 Other UDP/Westminster Policy Considerations**

Central Government's National Planning Policy Framework (NPPF) came into effect on 27 March 2012. It sets out the Government's planning policies and how they are expected to be applied. The NPPF has replaced almost all of the Government's existing published planning policy statements/guidance as well as the circulars on planning obligations and strategic planning in London. It is a material consideration in determining planning applications.

Until 27 March 2013, the City Council was able to give full weight to relevant policies in the Core Strategy and London Plan, even if there was a limited degree of conflict with the framework. The City Council is now required to give due weight to relevant policies in existing plans "according to their degree of consistency" with the NPPF. Westminster's City Plan: Strategic Policies was adopted by Full Council on 13 November 2013 and is fully compliant with the NPPF. For the UDP, due weight should be given to relevant policies according to their degree of consistency with the NPPF (the closer the policies in the plan to the NPPF, the greater the weight that may be given).

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

### **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**

The proposed extension to Westminster Pier will involve a new pile been inserted within the riverbed. A condition is recommended to ensure that the proposed piling activities do not have an adverse impact on marine life.

### **8.12 Other Issues**

Comment has been made that the description of development incorrectly referred to works being 'upstream'. The development proposals have been amended and correctly refer to the works to the pier as 'downstream'.

The proposed extension to the pier is within close proximity to the relocation of the Tattershall Castle, which is being relocated as a result of the works to the Thames Tideway Tunnel. The City Council has formally consulted Thames Water over the proposed works, and in addition the applicant has also liaised directly with representatives of the Thames Tideway Tunnel. No objection has been raised subject to the applicant informing the Thames Tideway Tunnel concerning the construction programme in order to coordinate activities.

## **9. BACKGROUND PAPERS**

1. Application form.
2. Letter from Historic England dated 16 June 2015.
3. Letter from Environment Agency dated 18 June 2015.
4. Letter from Thames Water dated 23 June 2015.
5. Letter from the London Borough of Lambeth dated 25 June 2015.
6. E-mail from TfL Planning, Transport for London dated 26 June 2015 and 8 January 2016.,
7. E-mail from the Port of London Authority dated 13 January 2016.
8. Memorandum from Westminster Society dated 16 June 2015.
9. E-mail from Highways Planning dated 3 February 2016.
10. E-mail from the representative of Thames River Services, Westminster Pier dated 21 June 2015.
11. E-mail from the representative of Westminster Party Boats Ltd, Circular Cruise Westminster dated 23 June 2015.
12. E-mail from the representative of Circular Cruise Westminster dated 23 June 2015.
13. E-mail from the Company Director of City Cruises Plc dated 3 July 2015.

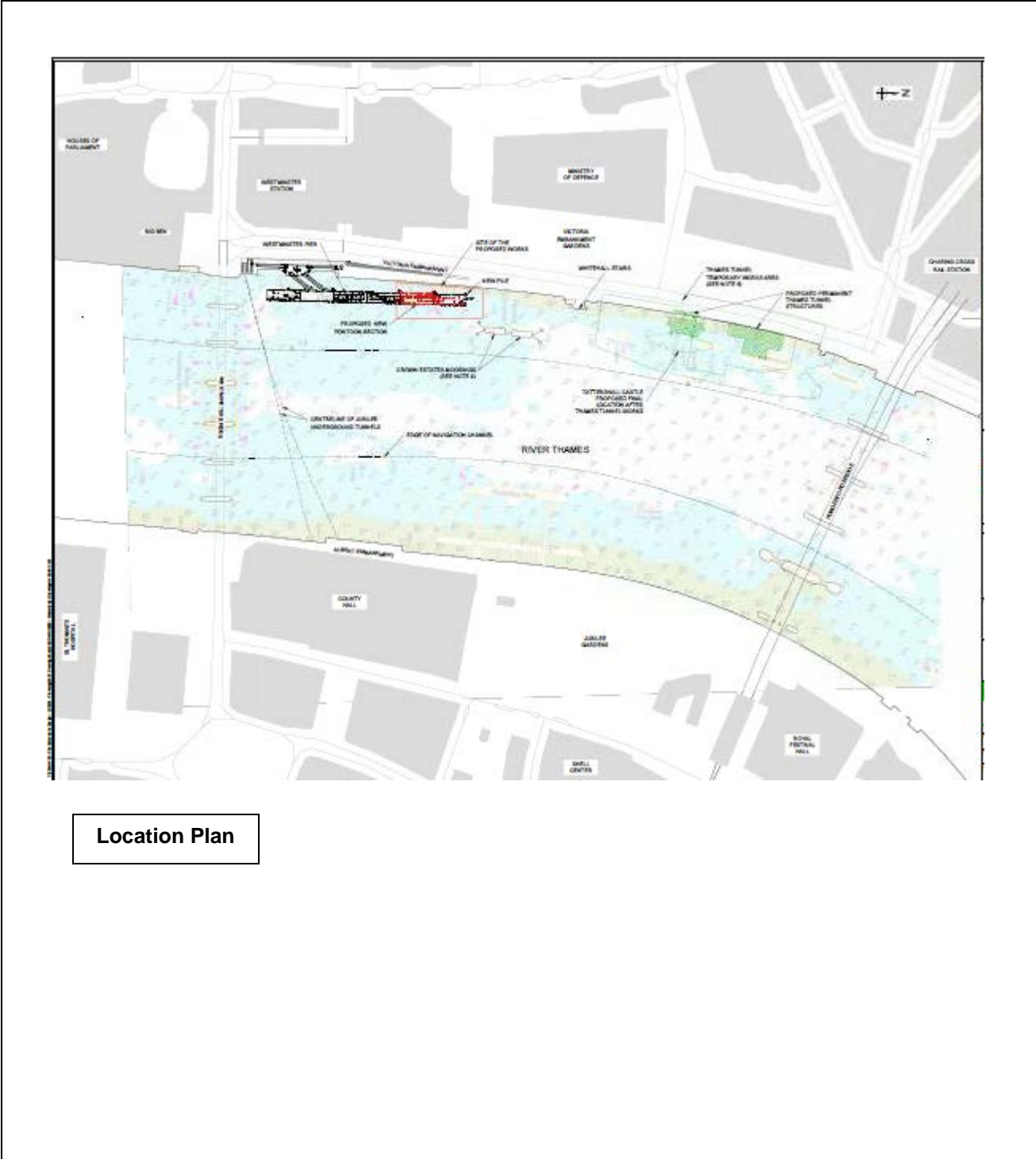


### **Selected relevant drawings**

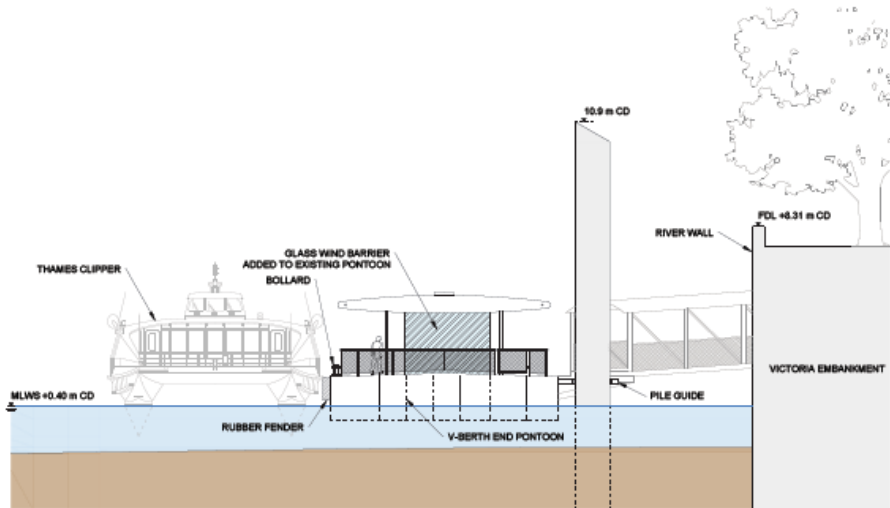
(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT MATTHEW MASON ON 020 7641 2926 OR BY EMAIL AT <a href="mailto:mmason@westminster.gov.uk">mmason@westminster.gov.uk</a>
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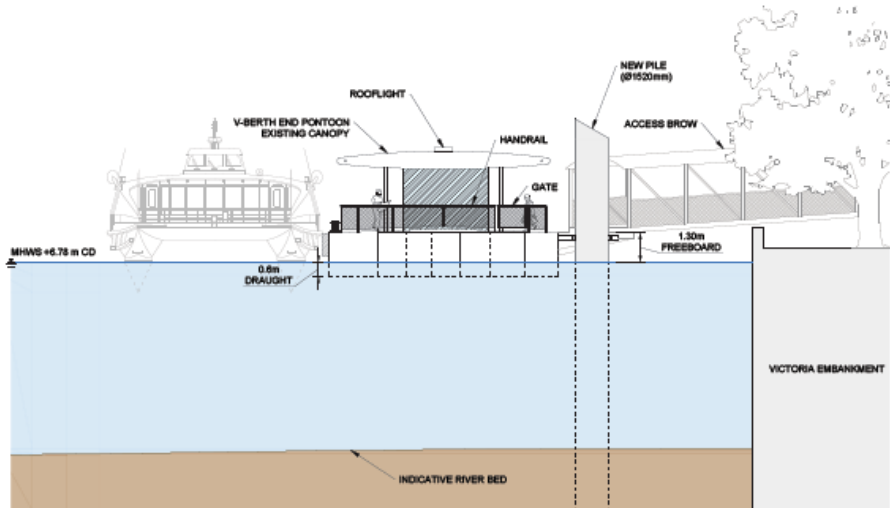
10. KEY DRAWINGS



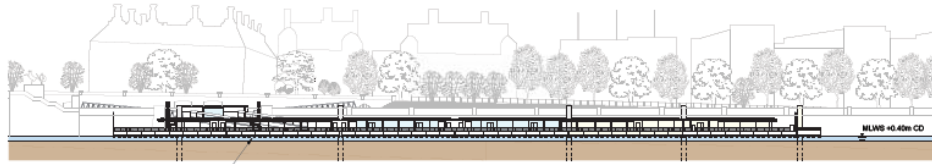
Location Plan



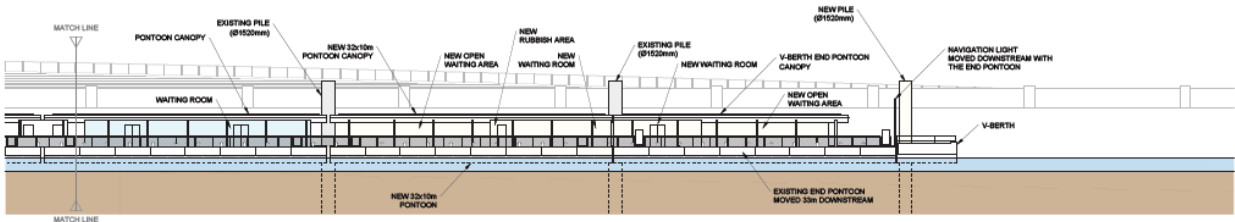
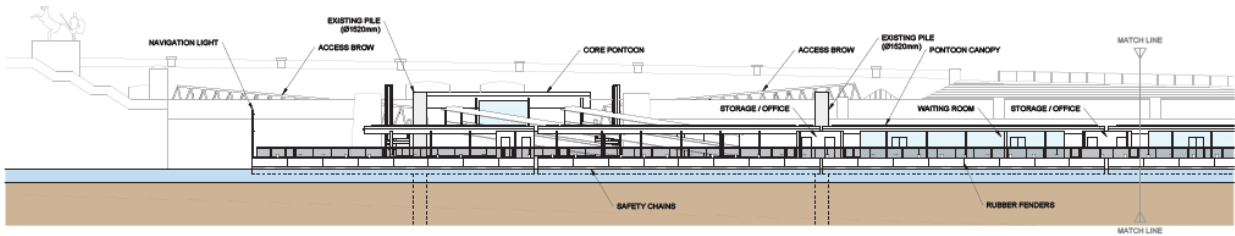
PROPOSED NORTH ELEVATION  
AT MLWS  
Scale 1:100



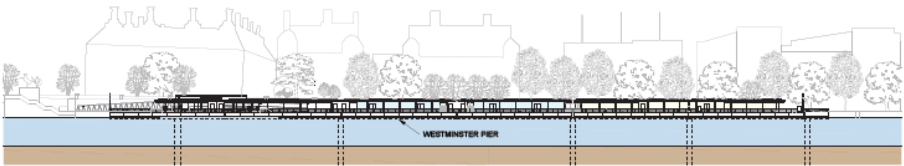
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AT MHS  
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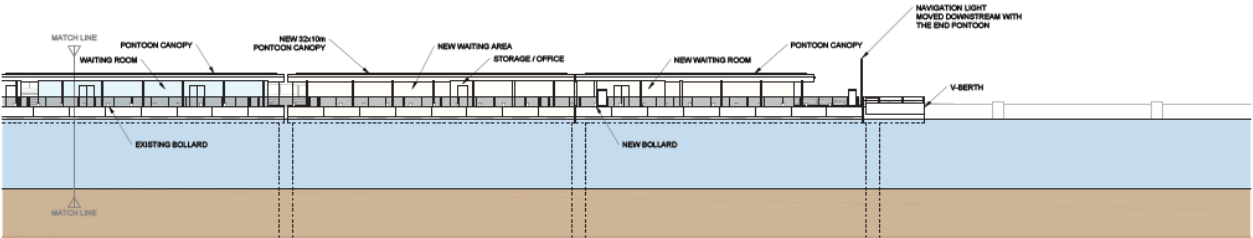
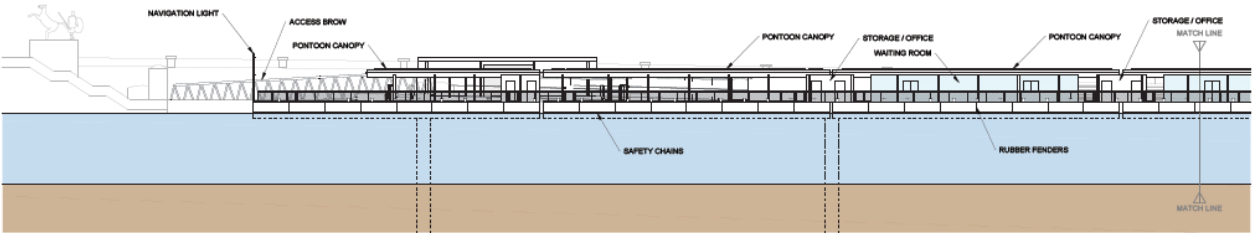
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PROPOSED STRUCTURE AT MLWS  
Scale 1:500



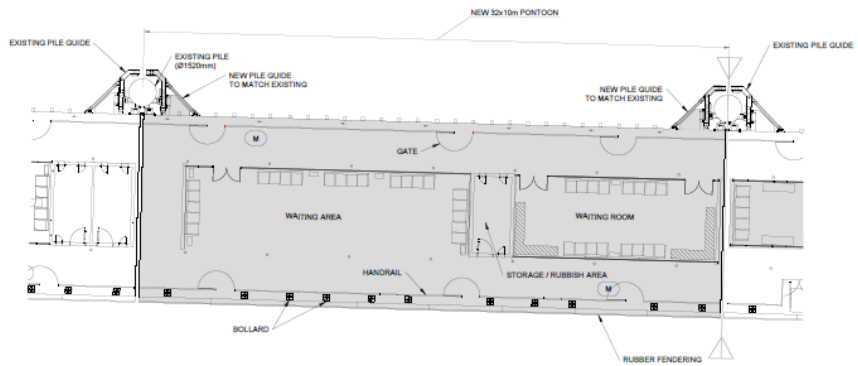
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PROPOSED STRUCTURE AT MLWS  
Scale 1:200



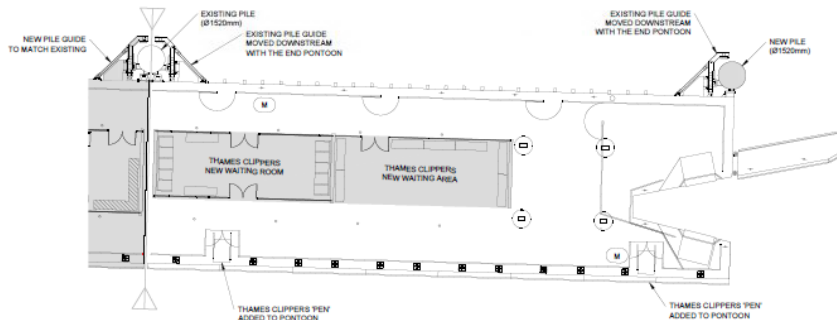
PROPOSED EAST ELEVATION  
PROPOSED STRUCTURE AT MHWs  
Scale 1:500



PROPOSED EAST ELEVATION  
PROPOSED STRUCTURE AT MHWs  
Scale 1:200



**PROPOSED DECK PLAN ON THE  
NEW 32x10m PONTOON**  
Scale 1:100



**PROPOSED DECK PLAN ON THE  
V-BERTH END PONTOON**  
Scale 1:100

**DRAFT DECISION LETTER**

- Address:** Westminster Pier, Victoria Embankment, London, SW1A 2JH,
- Proposal:** Downstream extension of Westminster Pier measuring 32 metre (length) by 10 metre (width) including the modification of the existing V-berth end pontoon and the installation of one pile and associated works.
- Reference:** 15/04038/FULL
- Plan Nos:** 1430-01-3101, 1430-01-3111, 1430-01-3112, 1430-01-3113, 1430-01-3121, 1430-01-3122, 1430-01-3123, 1430-01-3131, 1430-01-3132, 1430-01-3141, 1430-01-3142, 1430-01-3143, 1430-01-3144, 1430-01-3145, 1430-02-SK5, Westminster Pier Extension Planning Statement, Flood Risk Assessment prepared by Beckett Rankine dated April 2015, Method Statement prepared by Beckett Rankine dated April 2015, Westminster Pier Environmental Method Statement dated 10 April 2015, Design and Access Statement prepared by Beckett Rankine dated April 2015, Archaeological Risk Assessment prepared by Museum of London Archaeology dated March 2015, Ecology Report (Project No.: V-BRP-103) prepared by Thomason Unicomarine dated January 2015, Environmental Evaluation Report dated 27 April 2015, Hydrodynamic and Scour Assessment (DDR5344-RT-006-R01-00 dated February 20105, Westminster Pier Pedestrian Modelling Results dated September 2015, Navigation Risk Assessment of Westminster Pier Extension (Report Number 14UK1027 Issue 02) dated 22 December 2015 and E-mail dated 14 January 2016.

**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 You must carry out any building work which can be heard at the boundary of the site only;
  - \* between 08.00 and 18.00 Monday to Friday;
  - \* between 08.00 and 13.00 on Saturday; and
  - \* not at all on Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours. (C11AA)

Reason:

To protect the environment of neighbouring residents. This is as set out in S29 and S32 of Westminster's City Plan: Strategic Policies adopted November 2013 and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

- 3 All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Whitehall Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan: Strategic Policies adopted November 2013 and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 4 You must apply to us for approval of details of the external lighting. You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these details. (C26DB)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Whitehall Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan: Strategic Policies adopted November 2013 and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

- 5 The following measures must be taken for all piling activities:

- Use silent or vibrational piling methods;
- Use gradual ramping-up sound before impact piling;
- Use a non metallic pad between the hammer and the head of the pile;
- You must not undertake piling between sunset and sunrise;
- Piling activity should be avoided during the key spawning and migration periods.

Reason:

Piling has been identified as having the potential to impact upon fish. The mitigation techniques outlined in the condition, should reduce the impact of the work on fish in the tidal Thames. The National Planning Policy Framework paragraph 109 recognises that the planning system should



aim to conserve and enhance the natural and local environment by minimising impacts on biodiversity.

- 6 You must apply to us for approval of a Construction Logistics Plan. The plan must account for how pedestrian routes in the vicinity of the site will be maintained during the construction and measures to ensure satisfactory access and movement around the site. You must not start work until we have approved what you have sent us. You must then carry out the development in accordance with the approved details.

Reason:

To minimise the impact of the development construction on the surrounding area. This is as set out in S29 of Westminster's City Plan: Strategic Policies adopted November 2013 and STRA 25, TRANS 23, ENV 5 and ENV 6 of our Unitary Development Plan that we adopted in January 2007.

- 7 You must apply to us for approval of a Construction Environmental Management Plan (CEMP). The plan must account for the following:
- a) Lighting on the crane barge which may overspill, with the potential detrimental impact on birds, fish or bats;
  - b) Dust and air pollution as a result from the use of generators, cutting etc.
  - c) Vibration impacts from the works/piling on the marine environment; and
  - d) Litter.

You must not start work until we have approved what you have sent us. You must then carry out the development in accordance with the approved details.

Reason:

As requested by the Port of London Authority.

- 8 The pier must not be used by permanently moored or static boats.

Reason:

To ensure the pier is not used to moor boats on a permanent basis in accordance with policy S25 and S37 of Westminster's City Plan: Strategic Policies adopted November 2013 and DES 9, RIV 5, RIV 7, RIV 8 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: Strategic Policies adopted November 2013, 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 In relation to Condition 4 you are required to submit details which show whether the proposed lighting is internal and external. The proposed lighting is to be kept to a minimum and you should include a night time image showing the proposed lighting. Excessive lighting is likely to have a detrimental impact on the character of the conservation area and the setting of the surround listed buildings.
- 3 Condition 5 has been requested by the Environment Agency in terms of the mitigation measures
- 4 You are requested to liaise with Thames Tideway Tunnel as the construction programme, final installation method and servicing arrangement details are finalised, to ensure the works are co-ordinated. Please contact Thames Water Utilities Limited, Ground Floor East, Clearwater Court, Vastern Road, Reading, RG1 8DB (T: 020 3577 9077; I: [www.thameswater.co.uk](http://www.thameswater.co.uk)).
- 5 You are advised that the Environment Agency's prior written consent is required for any proposed works or structures, in, under, over or within sixteen metres of the landward extent of any tidal Thames flood defences. This is under the terms of the Water Resources Act and the Thames Region Land Drainage Byelaws. For further information on obtaining a Flood Defence Consent please contact our Development and Flood Risk team on 0207 091 4028 or email [dc-london@environment-agency.gov.uk](mailto:dc-london@environment-agency.gov.uk).
- 6 You are advised to consult with TfL relating to construction works for the pier.

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.