

MAYOR OF LONDON

James Brokenshire MP
House of Commons
London SW1A 0AA

Our ref: MGLA171214-4914

Date: 26 JAN 2015

Dear James

Thank you for your letter of 15 December 2014 on behalf of your constituent [REDACTED] about the proposed Garden Bridge. I apologise for the delay in responding to you.

On 18 December 2014, acting under delegated authority, Sir Edward Lister, my Chief of Staff and Deputy Mayor for Policy and Planning, considered a report on this proposal, a copy of which is enclosed for your constituent's Information. Sir Edward concluded that the proposal raised no outstanding strategic concerns, and the application has now been left to Lambeth Council and Westminster City Council to determine. In making his final decision Sir Edward had due regard to all representations received, including those sent to both local authorities.

I hope this information is of use to [REDACTED] and thank you again for writing to me.

Yours ever,



Boris Johnson
Mayor of London

Enc.

MAYOR OF LONDON

Rob O'Sullivan
Lambeth Planning
Development Control
1st Floor Phoenix House
10 Wandsworth Road
London
SW8 2LL

Our ref: D&P/3333/01 & 3333a/02
Your ref 14/02792/FUL
Date: 18 December 2014

Dear Mr O'Sullivan,

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008
Temple station, Temple Place to The Queen's Walk (adjacent to the ITV building),
Lambeth reference: 14/02792/FUL

I refer to your letter of 5 December 2014 informing the Mayor that Lambeth Council is minded to grant planning permission for the above planning application. I refer you also to the notice that was issued on 8 December 2014 under the provisions of article 5(1)(b)(i) of the above Order.

The Mayor has delegated his planning powers to me and having now considered a report on this case (reference D&P/3333/01 & 3333a/02 copy enclosed), I am content to allow Lambeth Council to determine the case itself, subject to any action that the Secretary of State may take, and do not therefore wish to direct refusal.

The application represents EIA development for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. I have taken the environmental information made available to date into consideration in formulating my decision.

Yours sincerely



Sir Edward Lister
Deputy Mayor and Chief of Staff

cc Val Shawcross, London Assembly Constituency Member
Nicky Gavron, Chair of London Assembly Planning Committee
National Planning Casework Unit, DCLG
Alex Williams, TfL
Mr Neil Chester, 10th Floor, Windsor House, 42- 50 Victoria Street, London, SW1H 0TL

MAYOR OF LONDON

John Walker, Operational Director
Development Planning
Development Planning
Westminster City Hall
64 Victoria Street
London SW1E 6QP

Our ref: D&P/3333/01 & 3333a/02
Your ref 14/05095/FULL
Date: 18 December 2014

For the attention of: Mathew Mason

Dear Mr Walker,

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008
Temple station, Temple Place to The Queen's Walk (adjacent to the ITV building),
Westminster reference: 14/05095/FULL

I refer to your letter of 5 December 2014 informing the Mayor that Westminster City Council is minded to grant planning permission for the above planning application. I refer you also to the notice that was issued on 8 December 2014 under the provisions of article 5(1)(b)(i) of the above Order.

The Mayor has delegated his planning powers to me and having now considered a report on this case (reference D&P/3333/01 & 3333a/02 copy enclosed), I am content to allow Westminster City Council to determine the case itself, subject to any action that the Secretary of State may take, and do not therefore wish to direct refusal.

The application represents EIA development for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. I have taken the environmental information made available to date into consideration in formulating my decision.

Yours sincerely



Sir Edward Lister
Deputy Mayor and Chief of Staff

cc **Kit Malthouse, London Assembly Constituency Member**
 Nicky Gavron, Chair of London Assembly Planning Committee
 National Planning Casework Unit, DCLG
 Alex Williams, TfL
 Mr Neil Chester, 10th Floor, Windsor House, 42- 50 Victoria Street, London, SW1H 0TL

18 December 2014

Temple Station, Temple Place to The Queen's Walk (adjacent to the ITV building)

in the City of Westminster and London Borough of Lambeth

planning application nos. 14/05095/FULL & 14/02792/FUL

Strategic planning application stage II referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008

The proposal

Erection of a pedestrian bridge, with incorporated garden, across the River Thames from Temple Station (Westminster) to The Queen's Walk, in front of the ITV building (Lambeth), single storey building adjacent to The Queen's Walk for maintenance, management and welfare and up to 410 sq.m. of A1/A3/D1 use.

The applicant

The applicant is **The Garden Bridge Trust**

Strategic issues

The delivery of a new iconic landmark for central London will contribute to its **world city role** and is supported.

Issues with respect to **pedestrian congestion, Blue Ribbon Network, strategic views, inclusive design** and **transport** have been resolved.

The Council's decision

In this instance Westminster City Council and Lambeth Council have resolved to grant permission.

Recommendation

That Westminster City Council and Lambeth Council be advised that the Mayor is content for them to determine the case themselves, subject to any action that the Secretary of State may take, and does not therefore wish to direct refusal or direct that he is to be the local planning authority.

Context

1 On 12 June 2014 the Mayor of London received documents from Westminster City Council and Lambeth Council notifying him of a planning application of potential strategic importance to

develop the above site for the above uses. This was referred to the Mayor under Category 2C 1 (h) of the Schedule to the Order 2008: "a crossing over or under the River Thames".

2 On 23 July 2014 the Deputy Mayor for Planning considered planning report PDU/3333/01 & 3334/01, and subsequently advised Westminster City Council and Lambeth Council that the application did not comply with the London Plan, for the reasons set out in paragraph 83 of the above-mentioned report; but that the possible remedies set out in that paragraph of that report could address these deficiencies.

3 A copy of the above-mentioned report is attached. The essentials of the case with regard to the proposal, the site, case history, strategic planning issues and relevant policies and guidance are as set out therein, unless otherwise stated in this report. Since then, the application has been revised in response to the Deputy Mayor's concerns (see below). On 11 November 2014 Lambeth Council decided that it was minded to grant planning permission and on 2 December 2014 Westminster City Council also decided that it was minded to grant planning permission. Both Councils advised the Mayor of this decision on 8 December 2014. Under the provisions of Article 5 of the Town & Country Planning (Mayor of London) Order 2008 the Mayor may allow the draft decision to proceed unchanged, direct Westminster City Council and Lambeth Council under Article 6 to refuse the application or issue a direction to Westminster City Council and Lambeth Council under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application and any connected application. The Mayor has until 21 December 2014 to notify the Councils of his decision and to issue any direction.

4 The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 has been taken into account in the consideration of this case.

5 Since the Mayor's initial comments were provided and the Council's took their decisions the draft Further Alterations to the London Plan Examination in Public Inspector's report has been published and an 'intend to publish' version of the Further Alterations submitted to the Secretary of State.

6 The decision on this case, and the reasons will be made available on the GLA's website www.london.gov.uk.

Update

7 At the consultation stage Westminster City Council and Lambeth Council were advised that the application did not comply with the London Plan, for the reasons set out in paragraph 83 of the above-mentioned report; but that the possible remedies set out in that paragraph could address these deficiencies:

Principle of development: The principle of the Garden Bridge as a horticultural attraction and new open space, new pedestrian connection and landmark development that will contribute to the Central Activities Zone's role as a leading visitor destination is supported. The loss of trees and open space is compensated by new provision. However, further discussion is required regarding the potential adverse impacts of pedestrian congestion and measures secured to deal with unanticipated demand and impacts.

Blue Ribbon Network: The Garden Bridge will be a positive addition to the Blue Ribbon Network. The PLA should confirm that navigation is not adversely affected. Similarly the Environment Agency/Natural England should confirm that biodiversity impact is minimised and appropriately mitigated.

Urban design and heritage: The design of the bridge and structures at either end is of a high quality.

Strategic views: The Bridge will have an impact on a number designated River Prospects, with some identified landmarks becoming obscured/partially obscured; it will also result in the introduction of a new structure across the River which will change its current open characteristic. However, the Bridge itself would be a new strategic landmark and will create new views from it; this and the other public benefits outweigh the harm caused. However, River Prospect 15B.1 should be assessed.

Inclusive design: A consultative access group should be established to deal with outstanding access issues, such as the path design. Consideration should be given to accessible toilets. Further discussion is required regarding disabled access on the north bank.

Climate change: The carbon savings fall short of the London Plan target, but as the energy demand is very limited this does not raise a strategic issue.

Transport: Matters relating to cycle parking, lift maintenance, additional taxi ranking facilities, impact on Cycle Superhighway, London Underground asset protection, pedestrian impact, construction impact, delivery and servicing and travel planning need to be resolved.

8 The applicant has responded to the Deputy Mayor's concerns. Taking each point in turn, the following is noted.

9 The Deputy Mayor supported the principle of the project, but required further discussion regarding the potential adverse impacts of pedestrian congestion and measures to deal with unanticipated demand and impacts. This is a matter that a number of organisations and individuals raised in consultation (see Response to Consultation section of this report) and that has been discussed between the applicant and the two councils.

10 Both of the committee reports give extensive assessment of this, concluding that trip generation assessments are acceptable but requiring a robust, comprehensive and responsive operation and management plan (OMP). A draft of this plan has already been submitted and commented on by interested parties. A condition has also been imposed requiring a planning obligation to be submitted and approved by the planning authorities. The planning obligation will require submission of a final OMP to be submitted for approval no later than six months before the opening of the bridge. The OMP will then be reviewed after first, second, third and fifth year of operation and every five years thereafter. An operations reference group will also be established with key affected parties in early 2015 to discuss the OMP. The final OMP will be supported by an asset management plan, landscape maintenance plan, normal operating procedure (to include crowd management), transport plan, emergency action plan (including emergency evacuation), servicing plan, waste management plan, maintenance implementation plan and an event management plan.

11 The planning obligation will also require submission of an operational and maintenance business plan and a surety and/or guarantee to secure the on-going maintenance of the proposed bridge.

12 Free public access has been secured by condition although twelve closures will be permitted, in addition to any enforced closures (such as for New Year's Eve fireworks) and closure for routine maintenance. These closures would be necessary to hold fundraising events, which will assist in the long term viability of the project. This is a reasonable proposition and would not undermine the overall public benefits. Groups of eight or more visitors would be required to

contact the Garden Bridge Trust to request a formal visit. This would assist in visitor management and also assist in the control of protestors etc. The rationale for this is understood. The Westminster committee report notes that it is not clear how this will be implemented or managed, however, concludes that the final detail can be addressed within the OMP, which is acceptable.

13 The measures secured satisfactorily address the concerns raised by the Deputy Mayor in this respect.

14 The PLA has confirmed it has been in discussion with the applicant and has agreed appropriate navigational parameters, conditions relating to mooring relocation, scour protection, turbulence and construction have been requested and imposed. Natural England had no objection and the Environment Agency has suggested various conditions which have been imposed.

15 The impact on strategic views is another matter which a number of organisations (including the City of London Corporation and St Paul's Cathedral) and individuals raised objection to. The impact on views was assessed in the Stage 1 report and has been considered extensively in both committee reports. An additional visual assessment from River Prospect 15B.1 was requested, which has been provided. As anticipated the Garden Bridge at maturity (25 years) would impact on the view of the City and St Paul's Cathedral, although St Paul's would not be completely obscured and the dome would remain visible. As acknowledged at stage 1 there is some impact on views and heritage assets. With careful management as secured by the S106 and conditions (which amongst other controls sets a maximum tree/plant height of 15m above soil level), views of St Paul's should be maintained and officers consider that the setting of the Cathedral will be enhanced by the bridge in views along the river. As noted in the Response to Consultation section of this report English Heritage has concluded that the bridge will change but not cause harm to the setting of, and views to and from the various historic assets identified. GLA officers concur with this view.

16 The planning obligation to be secured by the councils also requires the establishment of a specialist forum to consult on mobility and accessibility issues, which is a welcome response to the issues raised at stage 1. The applicant has also met with the GLA's Inclusive Design officer to discuss the accessibility issues raised in the stage 1 report, specifically regarding accessible toilets and access on the north side. With respect to absence of accessible toilets/toilets in general (another frequent objection) the applicant has provided a further detailed justification for why toilets cannot be provided. While it is disappointing the reasons are accepted. The applicant has also committed to provide details of the location of the nearest accessible toilets on its website and to include these details on the proposed signage boards. The applicant has also explained the practical obstacles that prevent a through lift being provided from the bridge level to Embankment at this time, which are accepted. The through lift could still be provided in the future as part of a step free upgrade for Temple Station, which is welcomed.

Transport comments

17 At Stage 1 the proposal was considered to be in accordance with policy and table 6.1 of the London Plan through Improving cross Thames connectivity. A number of detailed comments were provided in respect of ensuring full conformity with the London Plan.

18 Further discussions have taken place with the applicant and both Councils since Stage 1, and TfL is satisfied that all issues have either been resolved or will be addressed through the various working groups and detailed approvals processes. TfL also provided an updated response to Westminster City Council (WCC) and Lambeth Council (LBL) on the 7 November 2014.

Operations and Management Plan

19 A draft Operations and Management Plan (OMP) was submitted to LBL and WCC, providing draft principles in relation to opening and closure procedures and maintenance procedures for the lifts. The submission, monitoring and review of the OMP will be secured by both Councils through the s106 agreement.

Parking and taxi changes

North bank

20 On Temple Place the proposals result in the need to remove four pay and display bays, two disabled bays, two taxi ranks and two coach bays. This has been discussed with Westminster City Council and is subject to a Traffic Regulation Order (TRO) amendment. TfL considers the bridge may give rise to increased taxi trips. In order to adequately service demand for the bridge ranking facilities are requested on Temple Place. TfL requests further discussion with Westminster City Council post determination of the planning application to identify space for ranking.

21 Submission and approval of the details of the permanent highway layout of Temple Place has been secured by condition, and the implementation will be secured through the s106 agreement.

22 The proposal for relocation of coach bays from Temple Place to Victoria Embankment is accepted in principle. This is subject to further discussion in relation to the East West Cycle Superhighway (EWCS) (see below).

South bank

23 An existing rank on Upper Ground is capable of servicing the southern demand for taxis. The demand for taxis once the bridge is open will be monitored through the travel plan (see below) to assess how the ranks perform.

Proposed East West Cycle Superhighway

24 TfL is responsible for the delivery of the EWCS and is the Highway Authority for Victoria Embankment. TfL is in discussion with the Garden Bridge project team and is confident the two schemes can work together in this location. Following the current EWCS consultation TfL will work with the Garden Bridge project team to resolve any matters.

25 Temple Place southern footway – the southern footway proposals associated with the bridge can be accommodated into the proposals for the EWCS.

26 Temple Place West / Victoria Embankment Crossing – The Garden Bridge project team has been looking at whether the predicted pedestrian numbers could be accommodated within the proposed EWCS smaller island design detail. Recent modelling suggests this can accommodate the predicted pedestrian numbers; however the island would be busy. An option to improve this situation is for EWCS to introduce a 3 stage crossing cycle rather than the 2 stages proposed to allow for increased crossing time.

27 TfL and the Garden Bridge project team are working together to try to secure coach parking in the vicinity of the Garden Bridge. Alternative locations have been discussed with the two project teams and Westminster City Council. A Coach and Taxi Management Plan has also been secured by condition.

28 The condition related to detailed design of all effected highway space on Temple Place and Victoria Embankment allows for the Garden Bridge Trust to liaise with TfL EWCS team following completion of the consultation and throughout the detailed design phase.

London Underground (LUL)

29 LUL and the Garden Bridge project team are working closely together to agree the works required at Temple London Underground station to accommodate the Garden Bridge, and a joint Garden Bridge / LUL working group has now been established to co-ordinate all works to the station. The Garden Bridge Trust is fully aware of the need for LUL approval of the works affecting the station and the process for securing the necessary approvals.

30 A significant amount of dynamic simulation modelling has occurred to predict the impact on Temple Station. Based on the demand forecast the integration of the Garden Bridge with Temple Station is acceptable in principle to LUL.

31 TfL welcomes the Garden Bridge Trust commitment to monitoring of pedestrian numbers on the bridge. TfL also recognise the Garden Bridge Trust commitment to create an Operations Reference Group that will co-ordinate, plan and manage events with stakeholders. The OMP and Operational Reference Group will be secured through the s106 agreement.

Pedestrian Connectivity

32 TfL welcomes the Garden Bridge Trust commitment in the draft OMP to undertake monitoring of pedestrian numbers on the bridge during operation. The establishment of an Operations Reference Group with stakeholders and the Garden Bridge Trust commitment to join the South Bank Employers Group Visitor Management Group allow for mitigation measures post operation to be discussed and considered.

33 TfL welcome the Garden Bridge Trust's commitment to the provision of Legible London signage in the vicinity of the bridge. It is recommended that funding is made available to refresh the map content of all local Legible London signs to show the new bridge. An initial amount of work has been undertaken on the scope of the strategy and should continue via a formalised strategy incorporating signage to Southwark London Underground station as requested by LBL officers.

Trees

34 The application necessitates the removal of three trees from the Victoria Embankment. As the removal of the trees requires agreement from the Director of Roads at TfL, further discussion on this matter will be required with TfL.

Construction, servicing and travel plan

35 TfL welcomes the Garden Bridge Trust's commitment to appointing a Construction Liaison Manager and establishing Construction Liaison Forums. The Garden Bridge Trust has also confirmed they will join existing forums both sides of the River Thames, as appropriate. A Construction Logistics Plan (CLP) has been secured by condition and will be discharged in consultation with TfL.

36 A Delivery and Servicing Plan (DSP) has been secured by condition, and should include the provision of appropriate loading facilities on Upper Ground. A travel plan framework was submitted with the application and will be secured through the s106 agreement.

CIL

37 The bridge itself and the structures on the north bank are not liable for a Mayor of London Community Infrastructure Levy (CIL) payment. The proposal for a commercial unit on the southern landing point would generate the requirement for a CIL payment of £35 per square metre, the charge applicable in the London Borough of Lambeth. The CIL amount should be confirmed by Lambeth Council once the development components and charitable status of the Trust are confirmed in line with the regulations.

Response to consultation

38 Both Westminster City Council and Lambeth Council carried out statutory consultation for this planning application. The following statutory consultees, adjoining councils, organisations, local businesses and elected representatives submitted comments:

English Heritage: Support proposal. Consider that it will change but not harm to setting of, and views to and from, historic assets. The bridge will provide greater access to and from some of the most architecturally and historically significant buildings in central London and better reveal their significance and increase enjoyment and understanding of their value. Views from the bridge will present a unique opportunity for enhancing or better revealing the significance of the existing heritage assets.

Environment Agency: Provided specific guidance and suggested conditions regarding flood risk and surface water management, tidal flood defences, fisheries and biodiversity, groundwater protection and land contamination prevention and pollution prevention.

Natural England: No objection.

English Heritage (Archaeology): standard conditions required.

Marine Management Organisation: Notes that issues raised at scoping stage have been addressed and that a Marine License will be required.

Port of London Authority: No objection, separate PLA consents required, use of the River for construction should be maximised and secured by condition.

Thames Water: Provided standard comments regarding sewer discharge and piling impact.

Thames Tideway Tunnel: Satisfied that agreement has been secured regarding asset protection.

Southwark Council: No formal objection but request construction option B not pursued given impact on adjoining residents, construction management plan should account for nearby consented developments, public toilets should be provided, query if segregated cycle route was considered, assume archaeological impacts will be assessed, highlight issues relating to endurance of chosen landscaping, long term operational management plan is required.

City of London Corporation: Bridge would result in significant adverse impact on views of St Paul's Cathedral and the City, visualisations of views from the bridge should be provided along with cumulative impacts of other emerging developments, management plan required to limit tree height to avoid protected views.

St Paul's Cathedral: Lack of consultation, decision should be deferred, significant and irreversible harm to designated views, new views from bridge not shown, concerned that GLA/EH have not raised this, lack of clarity/confidence re on-going management especially of trees.

Westminster Society: Scheme fails to impress, design is inelegant and chunky, negative impact from significant views, tree planting is a mistake.

Northbank BID: Impact of construction.

South Bank Employers Group: Sympathetic to concept and recognise benefits but no formal position taken. Welcome commitment to resourcing operation and maintenance. Highlight the following issues, impact of waste servicing on south side, need for appropriate response to security, illegal trading, anti-social behaviour, crowd control and general enforcement, impact of not allowing cycling on bridge, elements of management and maintenance plans should be provided pre-determination, efficacy of the operational reference group, engagement with existing coordination mechanisms required, welcome annual payment towards additional security and management costs of south Bank, require capital investment not required to be re-directed elsewhere (e.g. hostile vehicle management), construction impact, riverside walkway should not be closed during construction, River should be used for construction, GBT should become part of south Bank wide construction logistics mechanism that have recently been agreed, welcome employment /training measures which should be provided in collaboration with managers of nearby green spaces. Further comment submitted following Lambeth committee report to reserve position on construction routes in light of ITV concerns.

Waterloo Community Development Group: Strong objections given harmful impact of increased pedestrian flows and visitors, impact on nearby residential occupiers, loss of open space, impact on strategic views, impact on river and foreshore ecosystem, lack of clarity on source of on-going revenue, refute regeneration benefits. Submitted further representations following publication of Lambeth Committee report identifying various shortcomings and inaccuracies, including consideration of views impact, impact on Queen's Walk impact of commercial use of south landing building. Subsequently reiterated these concerns to Westminster, following Lambeth's resolution to grant consent and the publication of Westminster committee report, noting Westminster officer's conclusions regarding impact on views but disagreeing with the balancing exercise carried out, particularly in light of recent case law. Do not accept harm is outweighed by public benefits, do not accept that new views from the bridge will replace those lost, highlight substantial impact on a number of views, including of Westminster WHS, Somerset House, Victoria Embankment/South Bank and River Thames. Also identify other concerns, including impact of additional visitors, lack of toilets, poor design, lack of credible business plan, harm to listed structures, loss of trees, impact of temporary relocation of Tattersall Castle, construction impacts.

Middle Temple: Serious concerns regarding construction and operational impacts, particularly from enhanced pedestrian flows and seek £736,503 for necessary mitigation, also seek confirmation of funding arrangements for on-going maintenance. Further comments submitted in light of Westminster's published committee report notes the concerns raised by Westminster officers, the lack of section 106 agreement to secure appropriate mitigation, lack of surety and lack of clarity/confidence re on-going management, as a consequence the proposed decision is deeply flawed. Middle Temple also reiterates its previous concerns and do not accept the response provided in the officers report.

Thames Central Open Space: Strongly object given detrimental impact on both sides of the river, no need for the bridge/visitor attraction in this location, impact of increased pedestrian flows, lack of toilets, loss of open space, impact on views, lack of clarity re revenue funding, free success should be secured in perpetuity, commitment of GLA funds on this project may mean less

funding for schemes elsewhere in Lambeth, archaeological impact on foreshore. Further presentation submitted following publication of Lambeth Committee report expressing concern that a committee site visit did not take place and highlighting various errors in the officer report relating to proximity of residential properties, lack of toilets, impact of queuing, impact of servicing. Had also advised of a paper petition started locally in order to record names of people specifically resident in the area, whilst not formally submitted at the time of finalising the Lambeth committee report it was advised to have 284 signatures. Thames Central Open Space has also organised an on-line petition via change.org (see below).

Coin Street Community Builders: Acknowledge benefits of the bridge, subject to satisfactory conclusion of matters relating to, construction management, detailed design, use of building on south landing, pedestrian and vehicular access, servicing including waste, mechanism for dealing with additional costs of managing/maintaining public realm, commitment to collaborate in respect of neighbouring land and security. Had delayed formal response pending progress is reaching satisfactory arrangements, consider Lambeth committee report sets out sensible way forward, subject to, current waste storage proposals are unworkable and should be via north side, cycle parking should be on north bank, request condition preventing complete closure of queen's Walk and use of Bernle Spain gardens for construction vehicles, endorse suggestion that replacement trees should be planted in the vicinity, robust granite surface should be used for replacement of queen's Walk post construction, CSCB should be fully involved in reviewing various plans and strategies.

Temple Residents Association: Impacts on Temple station and of increased pedestrian flows.

Arundel Great Court: Support principle but consider pedestrian flows are underestimated, require further work/discussion re compatibility of public realm works with own/adjacent scheme and noise impact, concerned about operational impact and adequacy of draft Operational Management Plan. Further comments submitted in light of Westminster's published committee report reiterate concern re uncertainty of predicted visitor numbers and how unpredicted impacts will be addressed, lack of clarity re revenue funding and therefore integrity of operational management plan, specific concerns re impacts of queuing on temple Station roof.

Wellington Trust: Support proposal.

Somerset House: Welcome proposal

The Yacht London. Bridge will obscure downstream views from the yacht, thus making business unviable, construction impact and closure of temple station will impact business.

Capital Pleasure Boats: No objection but concerned re impact on business during construction and operation.

Cory Environmental: Impact on riverbourne waste transfer during construction.

Kew Royal Botanic Gardens: support proposal

BFI: Support

National Theatre: Broadly supportive, concerned about construction impact.

ITV: Keen to express support but has significant concerns regarding impact of construction, but also on operation, particularly any redevelopment potential of ITV site. Further representations received post publication of Lambeth committee report; reiterate deep concerns particularly of

construction impact on recording studios, audience queuing. Disagrees with SBEG re opposition to closure of Queen's Walk as consider this would be preferable to other options.

IBM: support principle but concerned re construction and on-going management given narrowness of Upper Ground.

Cllr Mosley (Bishops Ward, Lambeth): Poor quality application, key matters should have been resolved prior to determination rather than left to condition, lack of clarity/confidence re on-going management, impact and consequences of increased pedestrian flow (including anti-social behaviour, illegal trading etc), impact on local residents, loss of green space, lack of toilets, impact on views.

Cllr Kind (Bishops Ward, Lambeth): Lack of clarity/confidence re on-going management, increased burden on Lambeth Council to deal with anti social behaviour, street cleaning and traffic management, scepticism regarding visitor number prediction, impact of traffic, impact on cyclists, impact of increased noise and air pollution, impact of increased crime, anti social behaviour, illegal trading, street gambling, request that if permission is granted submission of various strategies and management plans should be prior to construction, coach traffic and waste collection should be from the north side, Bernie Spain Gardens should not be used for construction, management/welfare and commercial space should be provided on the north side.

Cllr Craig (Bishops Ward, Lambeth): Support application with the right conditions and right focus on mitigation.

Val Shawcross, Assembly Member for Lambeth and Southwark: Impact on visitors and users of queen's Walk, impact on local residents, impact of increased crime, anti social behaviour, rubbish, hawking and coach/taxi parking, impact on/loss of open space, impact on foreshore, lack of clarity re ongoing funding/maintenance, impact on cycling, closure for corporate events, and absence of toilets.

39 At the time of publishing their committee reports Westminster City Council and Lambeth Council had received 13 and 66 objections respectively and 279 and 222 representations of support respectively, Lambeth also received two general comments. A further 37 objections and 34 representations of support were received between the two councils. The Mayor has received eight objections and two comments suggesting alternative designs/proposals.

40 The objections raise the following issues, no need for bridge in this location/ should be located elsewhere e.g. between Rotherhithe and Canary Wharf or Nine elms and Pimlico, vanity/celebrity endorsed project with no justification, not a desirable route for pedestrians, would be better used for cyclists, area already well served by bridges, north side has little attraction for tourists, south bank over congested/too many tourist attractions in this location, impact of increased pedestrians on overcrowded area, impact of coach parking, lack of regeneration benefits for locality, loss of public open space, loss of trees, unique and calm atmosphere of Temple will be lost, poor design, planting should be more radical, bridge should be partially/wholly glazed, planting will not survive, impact on views/historic assets/openness of River Thames, impact of increased pedestrian flows in Temple, lack of clarity on on-going maintenance/should not rely on public purse for construction or maintenance/waste of public money, public funding in Lambeth will be reduced to offset commitments already made, will attract anti-social behaviour, cumulative impact of construction activity on South Bank, closure of the Queen's walk/use of Bernie Spain Gardens for construction is unacceptable, toilets should be provided, application is weak/poor quality, lack of public consultation prior to Government/Mayoral support, impact on archaeology of foreshore, Mayor's decision to charge for New Year's Eve fireworks demonstrates that free access is not realistic, similar to concerns raised regarding River Park.

41 A petition on the change.org website, organised by Thames Central Open Space, has, at the time of writing this report, 1,827 signatures. The petition states that the project is inappropriate as the south bank is full to capacity, there are other bridges nearby, the open space provided is insufficient and should be provided on dry land, harms iconic views, does not account for cyclist, scheme should be located elsewhere.

42 Waterloo Action Centre also has a petition of 60 signatures objecting to use of public money on the bridge when the NHS is underfunded and many including children are now hungry, if a bridge is a priority it should go where it is needed, area is short of open space and open view of Thames is valued.

43 The issues raised by objectors have been addressed in this report, the Deputy Mayor's initial response and the councils committee reports and addendums. Where appropriate and necessary these have been overcome by the imposition of conditions and the proposed planning obligation.

Article 7: Direction that the Mayor is to be the local planning authority

44 Under Article 7 of the Order the Mayor could take over this application provided the policy tests set out in that Article are met. In this instance the councils have resolved to grant permission with conditions and a proposed planning obligation, which satisfactorily addresses the matters raised at stage 1, therefore there is no sound planning reason for the Mayor to take over this application.

Legal considerations

45 Under the arrangements set out in Article 5 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor has the power under Article 6 to direct the local planning authorities to refuse permission for a planning application referred to him under Article 4 of the Order. He also has the power to issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application. The Mayor may also leave the decision to the local authorities. In directing refusal the Mayor must have regard to the matters set out in Article 6(2) of the Order, including the principal purposes of the Greater London Authority, the effect on health and sustainable development, national policies and international obligations, regional planning guidance, and the use of the River Thames. The Mayor may direct refusal if he considers that to grant permission would be contrary to good strategic planning in Greater London. If he decides to direct refusal, the Mayor must set out his reasons, and the local planning authorities must issue these with the refusal notice. If the Mayor decides to direct that he is to be the local planning authority, he must have regard to the matters set out in Article 7(3) and set out his reasons in the direction.

Financial considerations

46 Should the Mayor direct refusal, he would be the principal party at any subsequent appeal hearing or public inquiry. Government Planning Practice Guidance emphasises that parties usually pay their own expenses arising from an appeal.

47 Following an inquiry caused by a direction to refuse, costs may be awarded against the Mayor if he has either directed refusal unreasonably; handled a referral from a planning authority unreasonably; or behaved unreasonably during the appeal. A major factor in deciding whether the Mayor has acted unreasonably will be the extent to which he has taken account of established planning policy.

48 Should the Mayor take over the application he would be responsible for holding a representation hearing and negotiating any planning obligation. He would also be responsible for determining any reserved matters applications (unless he directs the councils to do so) and determining any approval of details (unless the councils agrees to do so).

Conclusion

49 The Garden Bridge will be an iconic addition to London's skyline and will contribute to its World City role. It does have an impact on strategic views and heritage assets, but provides a number of public benefits. The new views from the bridge will also provide a unique opportunity for enhancing or better revealing the significance of various heritage assets. The concerns regarding pedestrian congestion, accessibility and transport have been satisfactorily addressed.

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23 July 2014

Temple Station, Temple Place to The Queen's Walk (adjacent to the ITV building)

in the City of Westminster and London Borough of Lambeth

planning application nos. 14/05095/FULL & 14/02792/FUL

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007, Town & Country Planning (Mayor of London) Order 2008

The proposal

Erection of a pedestrian bridge, with incorporated garden, across the River Thames from Temple Station (Westminster) to The Queen's Walk, in front of the ITV building (Lambeth), single storey building adjacent to The Queen's Walk for maintenance, management and welfare and up to 470 sq.m. of A1/A3/D1 use.

The applicant

The applicant is The Garden Bridge Trust

Strategic issues

The delivery of a new iconic landmark for central London will contribute to its world city role and is supported.

Issues with respect to pedestrian congestion, Blue Ribbon Network, strategic views, inclusive design and transport should be resolved before the application is referred back to the Mayor.

Recommendation

That Westminster City Council and Lambeth Council be advised that the applications do not comply with the London Plan, for the reasons set out in paragraph 83 of this report, but that the possible remedies set out in that paragraph could address these deficiencies.

Context

1 On 12 June 2014 the Mayor of London received documents from Westminster City Council and Lambeth Council notifying him of planning applications of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 23 July 2014 to provide the Councils with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The applications are referable under Category 2C 1 (h) of the Schedule to the Order 2008: "a crossing over or under the River Thames".

3 Once Westminster City Council and Lambeth Council have resolved to determine their respective application, they are required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 has been taken into account in the consideration of this case.

5 The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

6 **North bank** - the bridge will over-sail Victoria Embankment (part of the Transport for London Road Network, TLRN) and land on the roof of Temple Underground station (Circle and District lines), which is a single storey building incorporating the station ticket hall, as well as a public house. The topography rises from the River northwards toward Strand; as a result the station building is approximately half a story above Temple Place to the north. Stairs from Temple Place provide public access to the station roof. To the west of the station building is an enclosed private green space (Temple Gardens West) with the Grade II listed Somerset House beyond, there is also a Grade II listed cabman's shelter located on Temple Place (within the application site), as well as two coach parking bays. To the east of the station is Temples Gardens, public open space (a Grade II* Registered Park and Garden). Immediately to the north of Temple Place is Arundel Great Court, which has consent for a mixed use residential, office and hotel scheme. The whole of the Westminster application site lies within the Strand Conservation Area. The river wall along Victoria Embankment is Grade II listed; there are also two Grade II listed benches on Victoria Embankment within the application site and a Grade II listed memorial to William Thomas Stead. The embankment is lined with mature trees.

7 TfL has emerging plans for an East - West Cycle Superhighway (EWCS) to be located on the Victoria Embankment.

8 **River** - at this point the River is approximately 250 metres wide, it is designated as a Site of Metropolitan Importance for Nature Conservation. There are three moorings on the Westminster part of the River, St Katherine, also known as The Yacht, a luxury steam yacht operating as a restaurant permanently moored at Temple Pier (Grade II listed), the PLA Driftwood barge is also permanently moored at Temple Pier, HQS Wellington is moored at Temple Stairs and is a heritage ship that has a museum and library as well as housing the headquarters of the Honourable Company of Master Mariners. There are moorings within the Lambeth part of the River; these are mid-stream and not physically connected to the riverbank.

9 **South bank** – the application site incorporates part of The Queen's Walk, which forms part of the Thames Path and is identified as a Strategic Walking Route in the London Plan (policy 6.10). The Queen's Walk varies in width and character, this section is approximately 30 metres wide and comprises two lines of mature trees, a paved section, with some seating, and a grassed section (with some trees and shrubs) to the rear, adjacent to the ITV building. The application site also encompasses the pedestrian route that links The Queen's Walk with Upper Ground (between the ITV and IBM buildings) and part of Bernie Spain Gardens, a landscaped public open space. To the south of the site is the ITV television studios and offices, to the east is Gabriel's Wharf, a mix of designer-maker shops, restaurants, cafes, bars set around a courtyard. Beyond that is Bernie Spain Gardens and the OXO Tower. To the west of the site is the four storey IBM office building and the Grade II* listed National Theatre.

10 The nearest existing river crossings to the site are Waterloo Bridge (250m west) which forms part of the Strategic Road Network (SRN) and Blackfriars Bridge (650m east) which forms part of the TLRN.

11 25 daytime bus services are available within 400m of the site on the north bank and 24 on the south bank. Waterloo station is within 500m of the site. Riverboat services are available from Blackfriars Millennium Pier 640m east of the northern landing point. As a result of the above, both landing points accord a public transport accessibility level (PTAL) of 6 on a scale of 1-6, representing an excellent level of accessibility.

Details of the proposal

12 The application proposes a 366m pedestrian bridge, with incorporated garden, spanning the River Thames, landing on the roof of Temple Underground station on the north side and on The Queen's Walk (in front of the ITV building) on the south side. The bridge structure would be built from radiating wedge segments from two piers within the River. The width of the bridge will vary from 30m over the piers narrowing to approximately 6.5m; the bridge soffit will have a maximum height of 14.3m above Mean High Water and will be 6.7m above The Queen's Walk and 8.5m above Victoria Embankment. The soffit and piers will be encased in 90:10 copper nickel. The route across the bridge will be a brick path, starting at 4m wide at each end, dividing into two narrower paths in the wider sections over the piers. Secondary paths will link these. The bridge will also be planted with 270 trees of approximately 45 different species, up to 15m in height as well as a variety of shrubs. The landscaping will comprises native and non-native species laid out in five themes, to provide all year interest.

13 On the north side the bridge will be accessed in two stages, firstly via stairs or a ramp from Temple Gardens to the station roof and then via stairs or lift. Similarly on the south side the bridge will be accessed in two stages, two flights of stairs or a lift will lead from The Queen's Walk to a podium level (on the roof of a single storey building), the bridge itself is then accessed via a further flight of stairs or continuation of the lift. The single storey building is located adjacent to the ITV building and will contain maintenance, storage and welfare facilities for the bridge staff and approximately 410sq.m. of A1/A3/D1 floorspace.

14 The proposal will result in the loss three trees on the north bank and 27 on the south bank. Between one and five further trees will be felled on the south bank depending on the final construction option. The proposal also requires the permanent relocation of the Listed cabman's shelter and temporary relocation of the two listed benches. A connected listed building consent application has been submitted for this.

Case history

15 A pre-application meeting was held in January 2014. The proposal has also been presented to the Mayor's Design Advisory Group.

Strategic planning issues and relevant policies and guidance

16 The relevant issues and corresponding policies are as follows:

- | | |
|---------------------------|--|
| • World city role | <i>London Plan; draft London Planning Statement</i> |
| • Tourism/leisure | <i>London Plan;</i> |
| • Open land | <i>London Plan; All London Green Grid SPG</i> |
| • Blue Ribbon Network | <i>London Plan</i> |
| • Urban design | <i>London Plan; Shaping Neighbourhoods: Character and Context, SPG;</i> |
| • Tall buildings/views | <i>London Plan, London View Management Framework SPG</i> |
| • Historic Environment | <i>London Plan;</i> |
| • Access | <i>London Plan; Accessible London: achieving an inclusive environment SPG; draft Accessible London SPG</i> |
| • Sustainable development | <i>London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy</i> |
| • Transport | <i>London Plan; the Mayor's Transport Strategy;</i> |

17 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Westminster City Plan: Strategic Policies (2013), Lambeth Core Strategy (2011), the 2007 Westminster Unitary Development Plan (saved policies) and 2010 Lambeth Unitary Development Plan (saved policies) and the 2011 London Plan with 2013 Alterations.

18 The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework
- The draft Lambeth Local Plan (Submission draft)
- The Waterloo Opportunity Area Planning Framework
- Lambeth Waterloo SPD
- The draft Further Alterations to the London Plan

Principle of the development

19 The Garden Bridge sets out to achieve a number of objectives, to create a new pedestrian river crossing and reduce severance, to improve the quality of the pedestrian environment and therefore encourage walking, to improve transport connectivity by providing an alternative link to the underground network at Temple Station for the South Bank, to support economic development of areas on both sides of the bridge, to support London's visitor and tourist economy and to create a new public open space and garden in Central London.

20 The iconic nature of the design, the new viewpoints it will create and the inherent attractiveness of a high quality landscaped open space will create a popular visitor attraction that will support London's world city role. It will add to the existing network of cultural and tourist attractions on the South Bank as well as provide an alternative route to these facilities from the Underground network. The proposal will enhance London's Green Grid, linking up existing open spaces north and south of the River as well as improving options for walking in the City. The loss of open space on the south bank and removal of a number of mature trees is outweighed by significant amount of new planting and urban greening. The development delivers a number of objectives within the London Plan and is supported in a number of policy terms, although gives rise to some issues and other policy and impact terms, as set out below.

21 The proposal will introduce a new visitor attraction into the South Bank and there is concern that this area will become over congested, adversely affecting its attractiveness. The applicant has carried out demand forecasting based on pedestrian flows on existing bridges, bus and pedestrian trip diversions and trips created by the bridge as an attraction, having regard to similar horticultural based attractions (e.g. RHS Chelsea Flower Show), the High Line, a likely spike in the first few years of operations (based on evidence of the London Eye) and likelihood of pedestrians from the south bank visiting the bridge but turning back rather than continuing to Temple. The applicant's assessment does acknowledge that there is nothing directly comparable and therefore there is a degree of uncertainty. The assessment predicts 7 million visitors annually, with peak weekday demand of 4,000 people (between 5pm and 6pm) and 5,000 people on a Saturday (between 5pm and 6pm). The applicant has stated that queues can be managed easily and safely on both banks, given the two stage access arrangement and the opportunity for the landing decks to operate as holding areas.

22 While it is clear that the applicant has sought to robustly assess the potential impact further discussion is required to ensure that this is sufficient and that suitable measures can be put in place to deal with unanticipated demand and impacts.

Blue Ribbon Network

23 The River Thames is part of the Blue Ribbon Network, policy 7.29 of the London Plan identifies the River as a strategically important and iconic feature of London, which should be protected and promoted. The Garden Bridge will be a positive addition to the River Thames in this location, providing a new dedicated pedestrian route that will allow users to pass over, linger and enjoy the River and all of its attributes in a peaceful and tranquil environment. The bridge design includes two piers within the River. The applicant has engaged with the Port of London Authority (PLA) and states that these have been located to protect the alignment of the primary and secondary navigational channels, the height also meets navigational clearance requirements. The PLA should confirm it is satisfied that the bridge will not adversely affect navigation of the River.

24 The applicant has proposed a draft code of construction practice which lists a range of measures which the contractor will, as far as reasonably practicable, protect biodiversity when working in the River. This commitment is welcomed; the Environment Agency and Natural England should also be satisfied that the works will minimise any harm to biodiversity and whether any further mitigation is necessary.

Urban design and heritage

25 The design of the bridge responds well to the differing contexts of the north and south bank. On the north bank the new stairs, ramp and balustrade will be stone/stone effect to complement the existing facade of Temple station. The new building on the south bank, on which the bridge will land, has been designed to reflect the character of the surrounding modernist buildings. The structure comprises concrete columns with either glazing or bronze anodised aluminium grille panels. The bronze panels are designed to be easily removable, so that an active frontage could be provided on the south side of the building, should redevelopment/re-modelling of the ITV building occur.

26 As stated above the soffit of the bridge will be 90:10 copper nickel, this will be a continuous material from the deck edges to below low tide level. The material has been chosen for durability against the specific environmental conditions of the site; it is resistant to algae growth, not affected by direct exposure to rain or sunlight and is used extensively in shipbuilding and off-shore oil industry.

27 The applicant has carried out a thorough assessment of the impact of the proposal on designated and non-designated heritage assets and their settings within and surrounding the application site. Generally the effect of the development is not significant on these assets although it is noted that there would be a permanent significant adverse effect on the setting of Somerset House, although a permanent significant beneficial effect of creating new views of Somerset House, similarly the proposal would have a permanent significant beneficial effect on Waterloo Bridge by introducing new views of it. The proposal would also have a permanent significant beneficial effect on the South Bank Conservation Area through enhanced public realm, although there would be a temporary significant adverse effect during construction.

28 It is clear that a considerable amount of thought and care has gone into the design and choice of materials, having regard to the surrounding context and heritage assets. The result is a striking design that enhances both conservation areas and will provide a positive contribution to the riverscape.

Strategic views

29 The application site is over-sailed by the linear view and protected vista from King Henry's Mound to St Paul's Cathedral, the applicant has assessed the impact during construction and following completion, noting that during construction the tops of cranes may be visible but would be barely perceptible and have a negligible impact. The completed scheme will set below the development threshold plane and will not affect strategic view.

30 The Garden Bridge will also be visible from a number of River Prospects, identified in the London View Management Framework. The applicant has carried out an assessment of these, looking at current view and proposed (where appropriate showing year 1 completion and year 25, winter/summer day/night).

31 River Prospect 17B.1 & 17B.2 view downstream from Golden Jubilee/Hungerford Bridge – the new bridge itself will be largely obscured by Waterloo Bridge, although the planting would be visible, especially in year 25, although this would not affect the view of St Paul's Cathedral.

32 River Prospect 15B.2, Waterloo Bridge downstream – this view would change significantly as a result of the bridge being constructed in the foreground of this open vista looking down river towards the City. Parts of Temple Gardens, Old Bailey and St Bride's Church (identified landmarks in the LVMF) would be obscured by year 25. Other buildings/structures obscured/partially obscured include Blackfriars Bridge and 20 Fenchurch Street. There is no assessment of River Prospect 15B.1, while this is likely to have a similar impact, it would appear that the north pier and thus the trees above it would be in line of sight of St Paul's Cathedral and may well obscure it on maturity. This view should therefore be assessed.

33 River Prospect 14A.1, Blackfriars Bridge upstream, again this view would change significantly as a result of the introduction of the bridge into the foreground, it would obscure most of Waterloo Bridge from completion and by year 25 parts of Somerset House would also be obscured.

34 River Prospect 16A.1, the view is principally focussed across the River to Somerset House and the Bridge would have no effect on this, HQS Wellington would also remain visible. Looking further to the east than identified in the designated view it is currently possible to see St Paul's Cathedral. This would be obscured by the development.

35 Overall there would be some impact on the strategic views assessed, with the loss of visibility of some identified landmarks. The introduction of a new structure across the River will also impact on the generally uninterrupted views of the wide sweep of River at this point, which is a key characteristic. However, the bridge itself would be a new strategic landmark that would enhance these views. This together with the other identified public benefits is likely to outweigh the limited harm caused, however the assessment of 15B.1 should be carried out.

36 The Garden Bridge will also create new river prospect views, which may well, in time, become designated LVMF views, albeit that it affects existing River views.

Inclusive design

37 The aim of London Plan Policy 7.2 is to ensure that proposals achieve the highest standards of accessibility and inclusion. Inclusive design principles if embedded into the development and design process from the outset help to ensure that all of us, including older people, disabled and Deaf people, children and young people, can use the places and spaces proposed comfortably, safely and with dignity.

38 A detailed inclusive design section is included in the design and access statement, which is welcomed. The section sets out clearly the intent to work to the principles of Inclusive Design and London Plan Policy 7.2. However there are some areas where the current proposals need further consideration or further clarification is required. Further information can also be found in the consultation draft of the Accessible London SPG:
www.london.gov.uk/priorities/planning/consultations/draft-supplementary-planning-guidance-on-accessible-london

39 Consultation - It is noted from the Design and Access Statement that the applicant has consulted with the RNIB and TfL Equality and Inclusion Advisor. The Statement of Community Involvement identifies that a number of accessibility groups and organisations were contacted during the development of the scheme, which is welcomed.

40 It is noted that some elements of the design including lighting and secondary path materials are still to be developed and that no formal on-going consultation with disabled people and disabled people's organisations other than the RNIB is identified. Considering that this development will be a significant new element of Infrastructure for London it is strongly recommended that a project specific consultative access group should be formed to provide more detailed input into the design. Further information is provided within the consultation draft of the Accessible London SPG.

41 **Social Infrastructure** - London Plan Policy 3.16 Protection and Enhancement of Social Infrastructure and Policy 7.5 Public Realm reinforce the importance of public toilets. Policy 7.5 identifies that developments should incorporate local social infrastructure such as public toilets where appropriate.

42 The design and access statement identifies that due to the number and proximity of publicly accessible toilet facilities to the bridge, it is not envisaged as necessary to provide additional toilets for bridge visitors. This is in line with adjacent pedestrian bridges such as the Millennium Bridge and Golden Jubilee Bridges. It should be noted that Millennium Bridge and the Golden Jubilee Bridge offer very different experiences to what is proposed for the Garden Bridge.

43 The design and access statement identifies that this is a new garden for London. It is likely that dwell time for visitors to the bridge will be greater. The publicly accessible toilets in the vicinity are not public toilets but toilets located within publicly accessible buildings, such as Somerset House or the Royal Festival Hall.

44 Considering this will form a new destination, and not just be a bridge, it is therefore disappointing that public toilets have not been included within the proposals. It is recommended that the applicant reconsider this.

45 **North Bank** - Even though step-free access is achieved it is very disappointing lift access is not proposed from Embankment. The transport assessment identifies that a significant number of people will access the bridge from Embankment and that the Embankment is the nearest location for public transport and coach parking. The Design and Access statement does not address how people would gain access to the ramp from the surrounding area and it is therefore unclear as to the rationale of the final proposal.

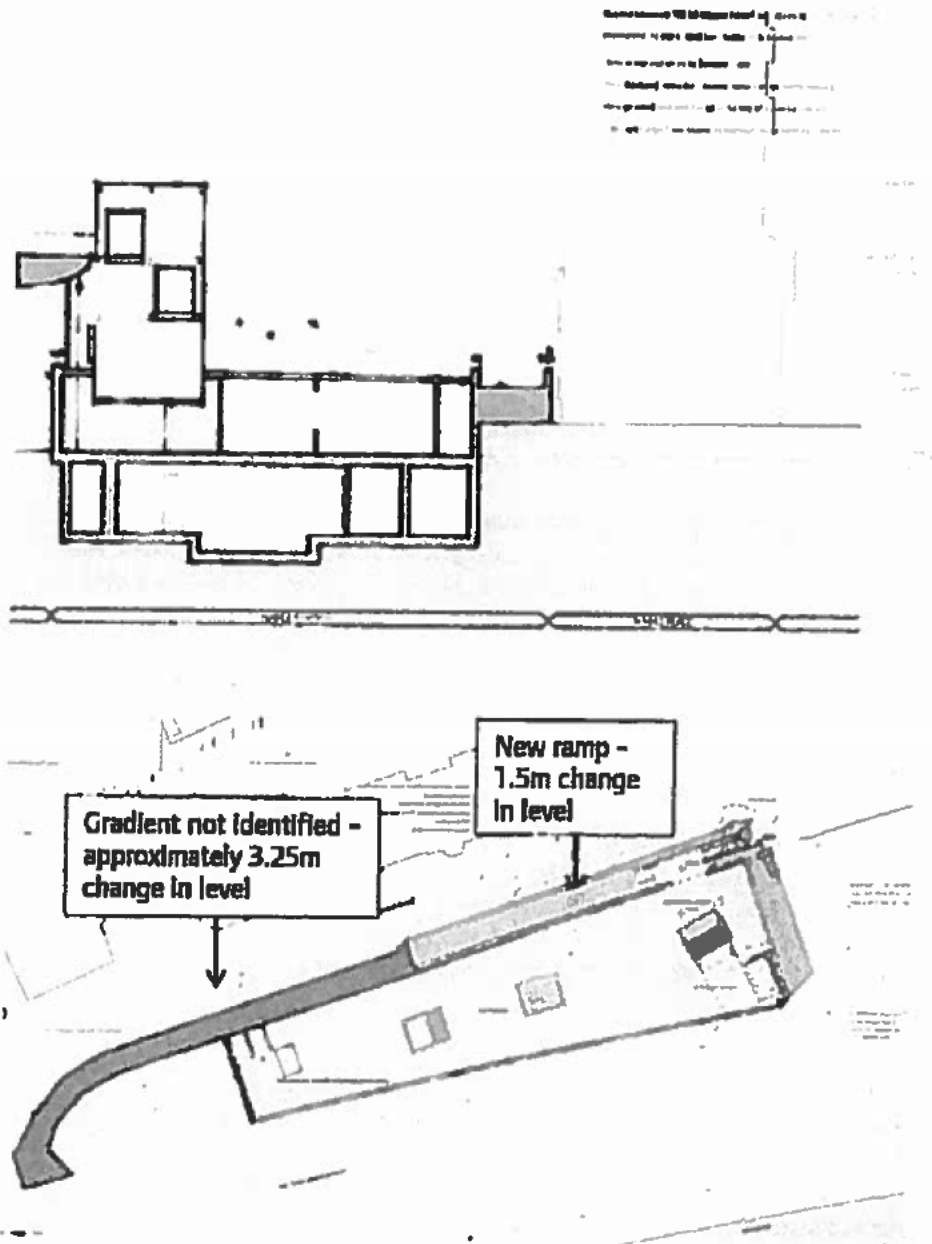
46 The sections of the proposed lift and ramp access show a change in level from ticket hall level to the Roof Terrace (where the lift is accessed) that is approximately 4.75 metres. Note that where a change in level is greater than 2 metres then an alternative to a ramp is recommended by BS8300. The new ramp may not rise more than 2 metres, however as a result of the topography of the site a disabled person unable to use steps would have to over more than 2 metres to access the lift.

47 The design and access statement identifies that the proposed ramp will conform to the requirements of BS8300:2009 +A1: 2010, however the ramp only overcomes 1.5 metres of the 4.75 metre change in level. The studies included within the Design and Access Statement seem only to assume that people will arrive from Arundel Street.

48 Therefore clarification is required regarding:

- The gradients within the public realm required to be overcome in reaching the ramp from Embankment and whether further mitigations are required to this route to ensure it is accessible.

- Why lift access is not achieved from Embankment as well as the higher level of Temple Place (via ramp)



49 The application notes that the lifts are the only significant structure to rise above the bridge deck and this would make them clearly visible. However their location is above the Temple Station entrance and it could be perceived that the entrance to the lifts was from this level. It is therefore likely that the design will require signage to address wayfinding rather than relying on the built form, which is disappointing.

50 **Southbank** - Elevations appear to suggest that the soffit underneath of the stair would be accessible and as such could be a hazard to people who are Blind and partially sighted, further clarification is required.

51 **Bridge deck** - Laid brick is proposed as the primary circulation route. In order for such a material to not present as a barrier, especially to wheelchair users, the quality of specification, installation and ongoing maintenance and repair will be important.

52 The indicative images within the design and access statement suggest that the secondary paths would not be easily accessible to a wheelchair user or someone using a walking aid. It is noted that at least one of each set would be accessible and this will be developed during detailed design.

53 To allay concerns the nature of the paths and materials used further consultation with disabled people is strongly recommended.

54 **Cyclists** - Cyclists will not be allowed, which will be beneficial to many disabled and older Londoners, however the applicant needs to be mindful that some disabled people use cycles (often adapted) as a mobility aid and as such further detail of how this will be managed is required.

Climate change adaptation and mitigation

55 The applicant has applied the Mayor's energy hierarchy and secured 14% savings from energy efficiency and 16% savings from the use of ground source heat pumps. Combined heat power and connection to district heating have been discounted due to the very limited demand for energy. While the total carbon dioxide savings of 28% fall short of the London Plan target, the applicant has endeavoured to maximise carbon savings opportunities on site. Given that residual carbon emissions are small, given the very limited energy demand and that the site is not of strategic significance with regards to energy, the proposals are accepted.

Transport

56 **Design** - The Bridge will mainly cater for pedestrians, with cyclists able to wheel over their bikes. The proposal for 38 cycle spaces at the north bank of the bridge and 20 spaces on the south side is supported. It is considered that this level of provision can also cater for staff and volunteers working at the bridge, and this is in accordance with London Plan policy 6.9. The exact location of the southern cycle parking should be agreed with Lambeth Council, and a condition is recommended in this regard.

57 On the north bank access is gained by lifts or steps from the deck structure to the roof of Temple Station and thereafter via ramp or steps to Temple Place. The long term aspiration is to deliver a lift direct from the bridge deck to street level; this is not currently possible as further structural assessment work is required. Whilst a step free access solution exists, there are concerns with this, as set out earlier in the report. Therefore a single lift would be advantageous in reducing the number of stages to access the bridge. TfL encourages its onward delivery.

58 The bridge will be open between 6am and midnight, 7 days a week, with gates on the north bank and shutters on the south bank installed to control crowd movements. The lifts should be available throughout the opening hours of the bridge and a maintenance arrangement implemented to ensure a continuous link for all users. This should all be formalised through the Operations and Management Strategy with the two Councils, secured by condition.

59 **Highway Works** - On the north bank new stairs and ramps will connect the Temple station rooftop with Temple Place. It is understood that as part of the proposals both in the construction phase and operational phase, changes to Temple Place will occur resulting in an increased amount of public realm. It is proposed to reverse traffic flow on Surrey Street by making it one way northbound, to reduce flows on Temple Place. A further junction alteration is

proposed on the Strand. These changes are supported in principle and are considered consistent with London Plan policy 6.10.

60 The proposals result in the need to remove four pay and display bays, two disabled bays, two taxi ranks providing spaces, and two coach bays from Temple Place. This has been discussed with the City of Westminster and is agreed in principle. The existing Cabmen's shelter and associated taxi ranks will be relocated from Temple Place to Surrey Street via the removal of nine pay and display spaces on Surrey Street. A location has been agreed in principle with TfL and the Cabmen's Shelter Fund. As the shelter is a listed building, a separate application for listed building consent will be submitted to facilitate this change.

61 The bridge may give rise to increased taxi trips. In order to adequately service demand for the bridge ranking facilities may be required. TfL requests further discussion with Westminster City Council and Lambeth Council around identifying space for ranking. Once the bridge is open the demand for taxis should be monitored through the travel plan.

62 The proposal for relocation of coach bays from Temple Place to Victoria Embankment is accepted in principle. This is subject to further discussion in relation to the EWCS.

63 **Proposed East West Cycle Superhighway** - TfL is currently refining designs for a proposed EWCS. The proposed route was identified in the Mayor's cycling vision and the exact designs will be subject to consultation later this year. Whilst the scheme is not yet committed, there are a number of design considerations for the bridge project which are subject to ongoing discussion. They relate to footway design, crossing capacity on the Victoria Embankment and the relocation of coach bays, updates will be provided.

64 **London Underground** - A number of modifications are required at the station to facilitate the bridge landing on the roof. A station closure is likely to be required to facilitate this work. This approach has been discussed in principle with LU; however it is vital that detailed discussion occurs between LU and the Garden Bridge Trust to agree the detailed construction methodology and implementation processes so as to comply with LU asset protection requirements. A number of conditions may be required to facilitate these works and the exact scope will be confirmed as well as the legal mechanism to secure them.

65 The impact of the Garden Bridge on the future operation of Temple Station has already been tested with dynamic simulation models. In order to effectively manage the station TfL requests that the travel plan include such provisions for monitoring of demand on the station during events as well as mitigation and management measures.

66 **Pedestrian Connectivity** - The comprehensive assessment of the quality of pedestrian comfort and quality assessments (PERS audit) in the vicinity of the bridge is welcomed. The PERS assessment suggests the footways can facilitate the level of demand. A high demand scenario did identify pedestrian comfort decreases for short periods of the day. As noted earlier in the report there is concern regarding the impacts of pedestrian congestion and therefore further discussion is required, regarding the assessment as well as monitoring to be undertaken as part of the Travel Plan, agreed with Lambeth and Westminster City Councils. This should incorporate the effects of pedestrian demand to the new bridge, such that should any problems of pedestrian congestion arise, they are mitigated by the promoter as part of the Operations and Management Strategy.

67 The commitment to investigate the provision of Legible London signage in the vicinity of the bridge through a wayfinding strategy is supported. It is recommended that funding is made available to refresh the map content of all local Legible London signs to show the new bridge.

Further discussion is required on the appropriate amount of new signs, their location and the proposed method and cost of updating nearby mapping with the method of securing this infrastructure. This would ensure conformity with London Plan Policy 6.10.

68 **Construction** - The construction coverage within the Transport Assessment is welcomed. A Construction Logistics Plan (CLP) for the project should be secured by condition and TfL consulted on the discharge. The CLP should be drafted in line with TfL's guidance available at <http://www.tfl.gov.uk/info-for/freight/planning/construction-logistics-plans?intcmp=7830>.

69 In partnership with construction industry, TfL has developed a Standard for Construction Logistics, to reduce risks to vulnerable road users of construction vehicles. The Standard seeks to promote improved driving practices and use of safer vehicles. A commitment from the applicant and their primary contractors to demand a higher level of safety should form a key part of the CLP. Signing up to the Standard, as well as the Fleet Operator Recognition Scheme (FORS, or equivalent) helps in part to achieve this. Conflict points should be identified on the freight routes to the site, with traffic and pedestrian management equipment and cycle specific safety equipment should be provided. Contractor vehicles should include side-bars, blind spot mirrors and detection equipment to reduce the risk and impact of collisions with other road users and pedestrians on the capital's roads. Please see: <http://www.tfl.gov.uk/info-for/freight/safety-and-the-environment/managing-risks.htm>. TfL requests the applicant and their contractors sign up to this standard.

70 The majority of materials will be transported by barge in line with London Plan policy 6.14 which is supported. Coordination of the bridge construction with other significant construction projects using the river will be critical to ensure that the number of barges can be accommodated whilst maintaining safety for other river users. The existing interface with the Port of London Authority (PLA) and Thames Tideway Tunnel should be maintained. It may be necessary to include specific planning conditions in order to implement safe practices.

71 Given the interface with the proposed EWCS and the strategic nature of the TLRN, construction from Victoria Embankment is in principle discouraged as far as possible. Temporary closures may be permitted and the full CLP should set out the detailed methods via discussion with TfL. The options should remain flexible and reviewed through the discharge of the condition. TfL should be consulted on the CLP prior to it being agreed.

72 TfL recommends a construction forum is used as a mechanism to explore the options for construction on both banks, linking to surrounding cumulative development proposals. This will assist in understanding cumulative proposals and advising on detailed plans accordingly and agreeing necessary highway licences and remedial works.

73 The application necessitates the removal of three trees from the Victoria Embankment. As the removal of the trees requires agreement from the Director of Roads at TfL, further discussion on this matter will occur and an update will be provided with TfL's position in regard to conditions and mitigation.

74 The proposals include a number of options for construction of the southern building and pier. Options A and C result in the closure of the path between ITV studios and IBM, whilst option B and C also results in the full closure of The Queen's Walk. It is recommended that the designated option should be decided between the Council and TfL in consultation with interested parties. Any proposal for pedestrian diversion routes should be well publicised and signage implemented to note the diversionary route.

75 River Navigation - The submission of a preliminary Navigational Risk Assessment as part of the planning application is supported, and this demonstrates that the bridge should not have a negative impact on navigation of the river by river buses. The bridge does not impact on any safeguarded Thames wharves. The PLA should continue to be engaged on the project.

76 Delivery and Servicing - The proposal includes provision for servicing the site from the south via Upper Ground. Goods will then be manually transported via trolleys to the southern building. This incorporates all activity associated with the flexible unit and waste collections. A full Delivery and Servicing Plan (DSP) is requested in line with London Plan policy 6.3 to be secured by condition, in addition a loading facility should be identified or created on Upper Ground. The DSP should be drafted in line with TfL's guidance available at, <http://www.tfl.gov.uk/info-for/freight/planning/delivery-and-servicing-plans?intcmp=7833>.

77 Travel Plan - The travel plan framework which has been submitted with the application is welcomed. The travel plan which covers all staff and visitors to the bridge is considered acceptable, in line with London Plan policy 6.3. The travel plan should incorporate monitoring of demand and surveying on event days to inform the future operation of surrounding transport services and infrastructure. The travel plan should be secured through a section 106 agreement with funds available for monitoring and actions to be taken.

78 CIL - The bridge itself and the structures on the north bank are not liable for a Mayor of London Community Infrastructure Levy (CIL) payment. The proposal for a commercial unit on the southern landing point would generate the requirement for a CIL payment of £35 per square metre, the charge applicable in the London Borough of Lambeth. The CIL amount will be confirmed by Lambeth Council once the development components and charitable status of the Trust are confirmed in line with the regulations.

79 Summary - TfL is supportive of this proposal and would welcome further involvement and discussion to address a number of detailed aspects with the applicant and Councils to ensure full London Plan policy compliance. This includes agreement on the legibility, connectivity, monitoring of demand, taxi provision and the construction of the bridge.

Local planning authorities' positions

80 Both authorities are currently assessing the application and receiving consultation responses.

Legal considerations

81 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

82 There are no financial considerations at this stage.

Conclusion

83 London Plan policies on World City role, visitor infrastructure, open land, Blue Ribbon Network, urban design, heritage, strategic views inclusive design, climate change and transport are relevant to this application. The application is broadly supported for the reasons set out below, however, there are some outstanding issues that need to be resolved before the decision making stage and their potential remedies are also set out below:

- **Principle of development:** The principle of the Garden Bridge as a horticultural attraction and new open space, new pedestrian connection and landmark development that will contribute to the Central Activities Zone's role as a leading visitor destination is supported. The loss of trees and open space is compensated by new provision. However, further discussion is required regarding the potential adverse impacts of pedestrian congestion and measures secured to deal with unanticipated demand and impacts.
- **Blue Ribbon Network:** The Garden Bridge will be a positive addition to the Blue Ribbon Network. The PLA should confirm that navigation is not adversely affected. Similarly the Environment Agency/Natural England should confirm that biodiversity impact is minimised and appropriately mitigated.
- **Urban design and heritage:** The design of the bridge and structures at either end is of a high quality.
- **Strategic views:** The Bridge will have an impact on a number designated River Prospects, with some identified landmarks becoming obscured/partially obscured; it will also result in the introduction of a new structure across the River which will change its current open characteristic. However, the Bridge itself would be a new strategic landmark and will create new views from it; this and the other public benefits outweigh the harm caused. However, River Prospect 158.1 should be assessed.
- **Inclusive design:** A consultative access group should be established to deal with outstanding access issues, such as the path design. Consideration should be given to accessible toilets. Further discussion is required regarding disabled access on the north bank.
- **Climate change:** The carbon savings fall short of the London Plan target, but as the energy demand is very limited this does not raise a strategic issue.
- **Transport:** Matters relating to cycle parking, lift maintenance, additional taxi ranking facilities, impact on Cycle Superhighway, London Underground asset protection, pedestrian impact, construction impact, delivery and servicing and travel planning need to be resolved.

for further information, contact GLA Planning:
Colin Wilson, Senior Manager – Development & Projects
020 7983 4783 email colin.wilson@london.gov.uk
Justin Carr, Strategic Planning Manager (Development Decisions)
020 7983 4895 email justin.carr@london.gov.uk

Garden Bridge

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Garden Bridge

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James Brokenshire MP

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Mr Boris Johnson
Mayor of London
Greater London Authority
City Hall
The Queen's Walk
London
SE1 2AA

16 DEC 14

Our Ref: ZA4418
15 December 2014

Dear Mr Johnson

I have been contacted by my constituent, [REDACTED] in connection with the proposals for the Garden Bridge between Temple and the Queen's Walk, further details of which are set out in the attached correspondence. I should be grateful if you could respond to the points raised with me, with particular regard to how the bridge fits into your wider Long Term Vision for London, in a form which I am able to share with [REDACTED]

Yours sincerely

James Brokenshire MP

BROKENSHERE, James [REDACTED]

3 December 2014 08:26

To: [REDACTED] >
Garden Bridge.

From: [REDACTED]
Sent: 02 December 2014 19:26
To: BROKENSHERE, James
Subject: Garden Bridge.

Dear Mr Brokenshire,

I would like to bring to your attention yet another farce a so called Garden bridge across the great River Thames, a foot bridge, not a road bridge for the small sum of £280,000,000.

Would you not agree that building a bridge for pedestrians, rather than traffic, to ease congestion in the capital would be of greater benefit.

Although I would much prefer to keep the natural beauty of the River, instead of building a bridge of no great relevance.

As this is due to be granted planning permission tonight, I hope that you can push for a consultation before work commences.

I would like to know where the money for this project is coming from, if it is from Central Government, would it not seem a little odd that such a vast sum of money can be found for a foot bridge instead of invested in the NHS, Police or Fire Service or, to improving flood defences.

If current climate conditions continue to grow, then eventually the Thames flood Barrier will be of no use.

Has the Government considered a mega structure comprising of a multiple barrier defence system with a suspension bridge joining the Kent and Essex coast lines. We would be talking billions, but creating this structure would cover both, the Thames and Medway Rivers respectively.

Hydro electricity could be harvested from tidal flow and stored for power, jobs would be created for many years and significantly cut journey times from the Kent Ports I estimate 2-3hrs could be cut for goods vehicles alone heading to Essex and Suffolk easing traffic flow through Kent and especially around the Dartford River crossing.

As I am still awaiting your response from my previous e mails to you, perhaps you would ask the transport minister the justification for the increase in the toll charges at the Dartford River Crossing.

Is this increase for us the motorists to pay for the recent improvements? What with less staff now employed surely a decrease would be appropriate as there are less salaries to be paid.

Once again I thank you for your time, and look forward to a satisfactory response.

Yours Sincerely,

[REDACTED]

[REDACTED]

UK Parliament Disclaimer: This e-mail is confidential to the intended recipient. If you have