

## PLANNING COMMITTEE REPORT

Development Management Service  
Planning and Development Division  
Environment and Regeneration Department  
PO Box 333  
222 Upper Street  
London N1 1YA

<b>PLANNING SUB-COMMITTEE B</b>		
Date:	25 January 2016	<b>NON-EXEMPT</b>

Application number	P2015/5132/ADV
Application type	Advertisement Consent (Council's own)
Ward	Clerkenwell
Listed building	None
Conservation area	Rosebery Avenue
Development Plan Context	Bunhill and Clerkenwell Core Strategy Key Area Central Activities Zone Major Cycle Route Finsbury Local Plan Policy BC8 Employment Priority Area Mayor's Protected Vista Kenwood viewing gazebo to St Paul's Cathedral Within 100m of Transport for London Road Network Within 100m of Strategic Road Network Road Bunhill and Clerkenwell Finsbury Local Plan Area Exmouth Market Open Space Within 50m of New River Conservation Area
Licensing Implications	None
Site Address	Pavement area at the junction of Rosebery Avenue and Pine Street, London, EC1
Proposal	Installation of a freestanding internally illuminated advertisement display panel (6 sheet) on the pavement at the junction of Rosebery Avenue and Pine Street

Case Officer	Emily Benedek
Applicant	Islington Council
Agent	Jeremy Foster

### 1. RECOMMENDATION

The Committee is asked to resolve to **REFUSE** advertisement consent for the reason set out in Appendix 1.

2. SITE PLAN (site outlined in black)



### 3. PHOTOS OF SITE/STREET



Image 1: Street View of the Site

Location of sign

### 4. SUMMARY

- 4.1 Advertisement consent is sought for the installation of a free standing internally illuminated advertisement display panel (6 sheet) on the pavement at the junction of Rosebery Avenue and Pine Street.
- 4.2 The application is brought to committee because it is a Council-own development.
- 4.3 The proposed advertisement display panel will cause harm to the heritage assets and would fail to preserve and enhance the character and appearance of the Rosebery Avenue Conservation Area.
- 4.4 It is recommended that advertisement consent be refused.

### 5. SITE AND SURROUNDING

- 5.1 The advertisement is proposed on the pavement on the south side of Pine Street, close to the junction with Rosebery Avenue. To the south of the site is Finsbury Health Centre, a Grade I listed building which forms an important part of the existing landscape. The immediate area is characterised by a mix of commercial buildings and residential buildings varying between three and four storeys in height and the street scape remains largely unaltered with advertisements not featuring prominently in this location.
- 5.2 The site is located in the Rosebery Avenue Conservation Area.

## 6. PROPOSAL (IN DETAIL)

- 6.1 Advertisement consent is sought for the installation of a freestanding internally illuminated advertisement display panel (6 sheet) on the pavement on the south side Pine Street close to the junction with Rosebery Avenue.
- 6.2 The proposed sign will measure a maximum of 2.695 metres in height, 1.37 metres in width and 0.24 metres in depth. The visible area of the digital screen display will measure 1.15 metres in width and 1.76 metres in height. The proposed display will be internally illuminated and the LED backlit display brightness will be fully adjustable to distinguish between day and night ambient levels.

## 7. RELEVANT HISTORY:

### PLANNING APPLICATIONS:

- 7.1 None

### ENFORCEMENT:

- 7.2 None

### PRE-APPLICATION ADVICE:

- 7.3 None

## 8. CONSULTATION

### Public Consultation

- 8.1 Letters were sent to 29 occupants of adjoining and nearby properties at Exmouth Market and Rosebery Avenue on the 14/12/15. A site notice was placed outside the site and the application was advertised in the Islington Gazette on 17/12/15. Therefore the public consultation expired on 07/01/16.
- 8.2 At the time of the writing of this report 1 objections had been received from the public with regard to the application.

### Internal Consultees

- 8.3 **Design and Conservation Officer:** Objects to the proposal and recommends refusal. The site is in a very prominent and visible location within the Rosebery Avenue Conservation Area. This is a very sensitive historic site, with a Grade I Listed building nearby (Finsbury Health Centre) and various surrounding historic buildings. There is a clear policy against internally illuminated signs within conservation areas. This would add visual clutter and detract from the distinct character and appearance of the conservation area and historic buildings.
- 8.4 **Highways:** No in principle objection to the proposal.

### External Consultees

- 8.5 **Transport for London:** No objection to the principle of development subject to the inclusion of conditions.

- 8.6 **Islington Society:** Objects to the proposal. It is noted that the Conservation Officer objects to all the advertisement application and the proposal would alter the character of the borough. The proposal would add clutter to the streets with more large, illuminated, gaudy advertisements. The proposed signs by nature of their size are not small and the proposals would inevitably be a driving safety hazard.

## 9. RELEVANT POLICIES

Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following development plan documents.

### National Guidance

- 9.1 The National Planning Policy Framework 2012 and Planning Policy Guidance seek to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF and PPG are material considerations and have been taken into account as part of the assessment of these proposals. Development Plan
- 9.2 The Development Plan is comprised of the London Plan 2015 (Consolidated with Alterations since 2011), Islington Core Strategy 2011, Development Management Policies 2013, The Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

### Designations

- 9.3 The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, and Site Allocations 2013:
- Rosebery Avenue Conservation Area
  - Bunhill and Clerkenwell Core Strategy Key Area
  - Central Activities Zone
  - Major Cycle Route
  - Finsbury Local Plan Policy BC8 Employment Priority Area
  - Mayor's Protected Vista Kenwood viewing gazebo to St Paul's Cathedral
  - Within 100m of Transport for London Road Network
  - Within 100m of Strategic Road Network Road
  - Bunhill and Clerkenwell Finsbury Local Plan Area
  - Exmouth Market Open Space
  - Within 50m of New River Conservation Area

### Supplementary Planning Guidance (SPG) / Document (SPD)

- 9.4 The SPGs and/or SPDs which are considered relevant are listed in Appendix 2.

## 10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Amenity
- Highways Safety

### Amenity

- 10.2 Islington's Planning Policies and Guidance encourage high quality design which complements the character of an area. In particular, policy DM2.1 of Islington's adopted Development Management Policies requires all forms of development to be high quality, incorporating inclusive design principles while making a positive contribution to the local character and distinctiveness of an area based upon an understanding and evaluation of its defining characteristics. Development Management Policy DM2.3 seeks to ensure all developments within conservation areas and their settings are of high quality contextual design to ensure they conserve or enhance the conservation area's significance. Furthermore, Development Management Policy DM2.6 requires all advertisements to be of a high standard and contribute to a safe and attractive environment. Any new sign should not cause a public safety hazard or contribute to a loss of amenity and should be appropriate to the building,
- 10.3 The application site is located in a prominent location within the Rosebery Avenue Conservation Area at the junction of Rosebery Avenue, Pine Street and Exmouth Market. There are a large number of locally listed buildings surrounding the site and the proposal is therefore considered to be in a highly sensitive location by reason of its heritage assets.
- 10.4 The Conservation Area Design Guidelines (2002) for the Rosebery Avenue Conservation states (paragraph 34.29) that "internally illuminated signs will not normally be permitted. Other signs should be of appropriate scale and design and conform to the Council's standards." Furthermore, in paragraph 34.30 the guidelines state "advertisements and signs can often detract from the visual amenity of the area...Illuminated box signs detract from the overall appearance of the street and the historical and architectural quality of the buildings."
- 10.5 The proposed advertisement sign will be positioned on the pavement on the south side of Pine Street against the backdrop of four storey buildings, which although not listed form an important part of the character of the conservation area. The proposed sign will measure 2.695 metres in height and will be internally illuminated. The proposed illumination will only exacerbate these points and create a strong contrast between the sign and the heritage assets. It is also noted that there are no advertisement signs in the immediate locality and whilst the sign would be located in close proximity to an existing bus stop it would add visual clutter and would therefore be out of keeping with, and detrimental to, the character and appearance of the Rosebery Avenue Conservation Area.
- 10.6 Given the above, the proposal is considered to be contrary to the aims of Council objectives on design and in accordance with policies 7.4 (Character) of the London Plan 2015, CS8 (Enhancing Islington's character) of the Core Strategy 2011 and Development Management Policies DM2.1, DM2.3 and DM2.6.

## **Highways Safety**

- 10.7 It should be ensured that all new advertisement signs do not cause a hazard to pedestrians or road users, as a result of their visual dominance and method of illumination, in accordance with policy DM2.6 of the Islington Development Management Policies 2013.
- 10.8 The proposed sign will be internally illuminated, will not have flashing illumination and will have an LED backlit display brightness which can be adjusted to suit the day/night ambient levels. The sign will be located on the back edge of the pavement and has been positioned to ensure there are no public safety hazards and maintain the free flow of pedestrian traffic. The plans have been reviewed by both the Council's Highways team and Transport for London who, subject to attached conditions, raised no objections to the proposal in terms of its size, siting or method of illumination and did not consider the proposed sign would have a detrimental impact on highways safety. The proposal is therefore not considered to cause a hazard to pedestrians or road users in line with policy DM2.6 of the Islington Development Management Policies June 2013.

## **11.0 SUMMARY AND CONCLUSION**

### **Summary**

- 11.1 The proposed advertisement display panel is considered to be unacceptable with regards to amenity and would have a detrimental impact on the setting of the nearby heritage assets. The proposed sign would add street clutter and would fail to conserve or enhance the character and appearance of the Rosebery Avenue Conservation Area.
- 11.2 It is not considered that the proposal would have an adverse impact on pedestrian or highways safety by reason of its size, siting or method of illumination.

### **Conclusion**

- 11.3 It is recommended that advertisement consent be refused for the reason set out in Appendix 1 – RECOMMENDATIONS.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

That advertisement consent is refused for the following reason:

1	Reason
	<p>The proposed advertisement sign by reason of its size, siting and method of illumination would result in additional street clutter and would have a harmful impact on the setting of the nearby heritage assets. The proposal would fail to preserve and enhance the character and appearance of the Rosebery Avenue Conservation Area and as such, would be harmful to local amenity contrary to policies CS8 and CS9 of the Adopted Islington Core Strategy (2011), policies DM2.3 and DM2.6 of the Adopted Islington Development Management Policies (2013) and the Conservation Area Design Guidelines (2002).</p>

### List of Informatives:

1	Positive statement
	<p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which is available on the Council's website.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF.</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>



## **APPENDIX 2: RELEVANT POLICIES**

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

### **1 National Guidance**

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

### **2. Development Plan**

The Development Plan is comprised of the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013 and the Finsbury Local Plan 2013. The following policies of the Development Plan are considered relevant to this application:

#### **A) The London Plan 2015 - Spatial Development Strategy for Greater London**

**3** London's people

**7** London's living places and spaces  
Policy 7.4 Local character  
Policy 7.6 Architecture

#### **B) Islington Core Strategy 2011**

##### **Spatial Strategy**

Policy CS8 (Enhancing Islington's Character)

##### **Strategic Policies**

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)

#### **C) Development Management Policies June 2013**

##### **Design and Heritage**

**DM2.1** Design

**DM2.3** Heritage

**DM2.6** Advertisements

### **3. Designations**

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Rosebery Avenue Conservation Area

- Bunhill and Clerkenwell Core Strategy Key Area
- Central Activities Zone
- Major Cycle Route
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- Mayor's Protected Vista Kenwood viewing gazebo to St Paul's Cathedral
- Within 100m of Transport for London Road Network
- Within 100m of Strategic Road Network Road
- Bunhill and Clerkenwell Finsbury Local Plan Area
- Exmouth Market Open Space Within 50m of New River Conservation Area

4. **Supplementary Planning Guidance (SPG) / Document (SPD)**

The following SPGs and/or SPDs are relevant:

**Islington Local Development Plan**

**London Plan**

**Urban Design Guide (2006)**

**Conservation Area Design Guidelines (2002)**