



**Resources Department
Town Hall, Upper Street, London, N1 2UD**

AGENDA FOR THE PLANNING COMMITTEE

Members of Planning Committee are summoned to a meeting, which will be held in the Council Chamber, Town Hall, Upper Street, N1 2UD - Islington Town Hall on **9 September 2019 at 7.30 pm.**

Enquiries to : Ola Adeoye
Tel : 020 7527 3044
E-mail : democracy@islington.gov.uk
Despatched : 30 August 2019

Welcome:

Members of the public are welcome to attend this meeting.

Consideration of Planning Applications – This is a formal agenda where decisions are taken on planning applications submitted to the Council. Public speaking rights on these items are limited to those wishing to comment on specific applications. **If you wish to speak at the meeting please register by calling the Planning Department on 020 7527 2278 or emailing enquiriesplanning@islington.gov.uk.**

<u>Committee Membership</u>	<u>Wards</u>	<u>Substitute Members</u>	
Councillor Klute (Chair)	- St Peter's;	Councillor Chowdhury	- Barnsbury;
Councillor Kay (Vice-Chair)	- Mildmay;	Councillor Gill	- St George's;
Councillor Picknell (Vice-Chair)	- St Mary's;	Councillor Hamitouche	- Barnsbury;
Councillor Mackmurdie	- Clerkenwell;	Councillor Turan	- St Mary's;
Councillor Clarke	- St George's;	Councillor Wayne	- Canonbury;
Councillor Convery	- Caledonian;	Councillor Webbe	- Bunhill;
Councillor Graham	- Bunhill;		
Councillor Poyser	- Hillrise;		
Councillor Spall	- Hillrise;		
Councillor Woolf	- Canonbury;		

Quorum: 3 councillors



A. Formal Matters **Page**

1. Introductions
2. Apologies for Absence
3. Declarations of Substitute Members
4. Declarations of Interest

If you have a **Disclosable Pecuniary Interest*** in an item of business:

- if it is not yet on the council's register, you **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent;
- you may **choose** to declare a Disclosable Pecuniary Interest that is already in the register in the interests of openness and transparency.

In both the above cases, you **must** leave the room without participating in discussion of the item.

If you have a **personal** interest in an item of business **and** you intend to speak or vote on the item you **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent but you **may** participate in the discussion and vote on the item.

- *(a) Employment, etc** - Any employment, office, trade, profession or vocation carried on for profit or gain.
- (b) Sponsorship** - Any payment or other financial benefit in respect of your expenses in carrying out duties as a member, or of your election; including from a trade union.
- (c) Contracts** - Any current contract for goods, services or works, between you or your partner (or a body in which one of you has a beneficial interest) and the council.
- (d) Land** - Any beneficial interest in land which is within the council's area.
- (e) Licences**- Any licence to occupy land in the council's area for a month or longer.
- (f) Corporate tenancies** - Any tenancy between the council and a body in which you or your partner have a beneficial interest.
- (g) Securities** - Any beneficial interest in securities of a body which has a place of business or land in the council's area, if the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body or of any one class of its issued share capital.

This applies to **all** members present at the meeting.

5. Order of Business
6. Minutes of Previous Meeting

1 - 6

B. Consideration of Planning Applications **Page**

1.	34 Drayton Park Islington, London N5 1PB	7 - 48
2.	Emirates Stadium, 75 Drayton Park, London, N5 1 BU ((Coach Parking Locations: Queensland Road, Hornsey Road, Sobell Centre, Hornsey Street, Finsbury Park)	49 - 104
3.	Old Street Station, Old Street, Islington, london, EC1Y 1BE	105 - 154
4.	Paul Anthony House, 724 Holloway Road, Islington, London, N19 3JD	155 - 202
5.	The City University, 10 Northampton Square, London, EC1V 0HB	203 - 266
C.	Consideration of other planning matters	Page

D. Urgent non-exempt items (if any)

Any non-exempt items which the Chair is of the opinion should be considered as a matter of urgency and to consider whether the special circumstances included in the report as to why it was not included on and circulated with the agenda are acceptable for recording in the minutes.

E. Exclusion of press and public

To consider whether, in view of the nature of the remaining items on the agenda, it is likely to involve the disclosure of exempt or confidential information within the terms of the Access to Information Procedure Rules in the Constitution and, if so, whether to exclude the press and public during discussion thereof.

F. Confidential/exempt items **Page**

G. Urgent exempt items (if any)

Any exempt items which the Chair agrees should be considered urgently by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.

Date of Next Meeting: Planning Committee, 15 October 2019

Please note all committee agendas, reports and minutes are available on the council's website: www.democracy.islington.gov.uk

PROCEDURES FOR PLANNING COMMITTEE

Planning Committee Membership

The Planning Committee consists of ten locally elected members of the council who will decide on the applications for planning permission.

Order of Agenda

The Chair of the Planning Committee has discretion to bring forward items, or vary the order of the agenda, where there is a lot of public interest.

Consideration of the Application

After hearing from council officers about the main issues of the proposal and any information additional to the written report, the Chair will invite those objectors who have registered to speak for up to three minutes on any point relevant to the application. If more than one objector is present for any application then the Chair may request that a spokesperson should speak on behalf of all the objectors. The spokesperson should be selected before the meeting begins. The applicant will then be invited to address the meeting also for three minutes. These arrangements may be varied at the Chair's discretion.

Members of the Planning Committee will then discuss and vote to decide the application. The drawings forming the application are available for inspection by members during the discussion.

Please note that the Planning Committee will not be in a position to consider any additional material (e.g. further letters, plans, diagrams etc.) presented on that evening. Should you wish to provide any such information, please send this to the case officer a minimum of 24 hours before the meeting. If you submitted an objection but now feel that revisions or clarifications have addressed your earlier concerns, please write to inform us as soon as possible.

What Are Relevant Planning Objections?

The Planning Committee is required to decide on planning applications in accordance with the policies in the Development Plan unless there are compelling other reasons. The officer's report to the Planning Committee will refer to the relevant policies and evaluate the application against these policies. Loss of light, openness or privacy, disturbance to neighbouring properties from proposed intrusive uses, over development or the impact of proposed development in terms of size, scale, design or character on other buildings in the area, are relevant grounds for objection. Loss of property value, disturbance during building works and competition with existing uses are not. Loss of view is not a relevant ground for objection, however an unacceptable increase in sense of enclosure is.

For further information on how the Planning Committee operates and how to put your views to the Planning Committee please call Ola Adeoye on 020 7527 3044. If you wish to speak at the meeting please register by calling the Planning Department on 020 7527 2278 or emailing enquiriesplanning@islington.gov.uk.

London Borough of Islington

Planning Committee - 4 June 2019

Minutes of the meeting of the Planning Committee held in the Council Chamber, Town Hall, Upper Street, N1 2UD - Islington Town Hall on 4 June 2019 at 7.30 pm.

Present: **Councillors:** Klute (Chair), Kay (Vice-Chair), Picknell (Vice-Chair), Mackmurdie, Clarke, Convery, Graham, Poyser and Woolf

Councillor Martin Klute in the Chair

94 **INTRODUCTIONS (Item A1)**

Councillor Klute welcomed everyone to the meeting. Members of the Committee and officers introduced themselves.

95 **APOLOGIES FOR ABSENCE (Item A2)**

Apologies were received from Councillor Spall.

96 **DECLARATIONS OF SUBSTITUTE MEMBERS (Item A3)**

Councillor Gill substituted for Councillor Spall.

97 **DECLARATIONS OF INTEREST (Item A4)**

There were no declarations of interest.

98 **ORDER OF BUSINESS (Item A5)**

The Chair advised that Item B2 would be considered before item B1. Items A6 and A7 would be considered after the determination of planning applications.

99 **THE CITY UNIVERSITY, 10 NORTHAMPTON SQUARE, LONDON, EC1V 0HB (Item B2)**

Alterations and extension at 6th and 7th floor levels of the University Building to provide an extension to the library as well as replacement of the glazing units on the 1st - 6th floor facades and associated works.

(Planning application number: P2019/1124/FUL)

An addendum to the officer's report was laid round.

In the discussion the following points were made:

- The Planning Officer advised that the proposed development was adjacent to the Northampton Square Conservation Area and in the vicinity of a number of listed buildings.

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- The Planning Officer set out the representations received in relation to the application, as set out in the officer's report and the addendum.
- Since the report was published a request had been made to Historic England to list the building. The Planning Officer advised that this was a material consideration. If the request was successful then the applicant would need to reapply for the proposal under the Listed Building Act. Officers summarised the process followed by Historic England for determining if a building should be listed or not. The Council's Legal Officer advised that the scheme should be bought back before the Committee for reconsideration ahead of the decision being issued if the building was indeed listed.
- It was clarified that paragraph 8.24 of the officer's report, page 52 of the agenda pack, should read '*The site is located to the north of Northampton Square and taking account of the orientation of the site to the sun, there wouldn't be any undue impact to ecology or tress as a result of overshadowing.*'
- In response to a question, the Heritage Officer clarified that the Northampton Square Conservation Area was last reviewed in the 1990s. The Heritage officer discussed the heritage assets their special interest and how this was affected by the proposal. The Heritage Officers conclusion was that harm was not caused to heritage assets. The Committee discussed this and agreed that no harm would be caused.
- Daylight / Sunlight assessments had demonstrated that the development would not have an unacceptable impact on neighbouring properties.
- A previous application determined in 2013 required the site to be subject to a management plan, specifying matters such as hours of operation and security requirements. It was clarified that the management plan was still valid and would continue to be applicable should the application be granted.
- Four objectors addressed the Committee. Objections included: that the height of the proposed development exceeded 30 metres and therefore was not compliant with the Finsbury Local Plan; that the proposed development was out of keeping with existing structure and in contrast to nearby heritage assets; that the development would affect local residents' enjoyment of Northampton Square; that there had been inadequate consultation with local residents; that the development would lead to an increase in the number of students and a corresponding increase in nuisance and antisocial behaviour; that the building is of architectural importance and should be listed; and that the university did not operate the library in accordance with its management plan.
- The applicant, the applicant's consultant and the architect addressed the Committee. The following main points were made: the development would address the university's shortfall in study space and would be very beneficial to students; examples were provided of the university responding to the concerns of the local community; the university had previously consulted with Historic England in 2009 and there was no suggestion that the building should be listed at that time; the architect had consulted with the original architect of the building, who had deemed the proposed development to be acceptable; incorporating plant within the building would improve the overall appearance of the building.

Planning Committee - 4 June 2019

- Members of the Committee considered the nuisance and antisocial behaviour issues associated with the use of the library, in particular the delivery of takeaway food late at night. The applicant summarised the measures taken by the university to minimise its impact on the local community. The Committee suggested that further work to improve the university's relationship with local residents was required and councillors could look to address this outside of the meeting.
- In response to a question, the applicant confirmed that the university did not have a conferencing function and there was no intention for the development to be used for hospitality purposes. The library was solely for the purpose of studying.
- It was accepted that the removing of plant and antennae from the roof of the building would improve the visual appearance of the library, however expressed concern that antennae could be re-fitted under permitted development rights.
- It was considered that the university's plans for further development should be incorporated into a masterplan document prepared in consultation with Islington Council.
- It was considered that the circumstances of the application justified the height of the building being taller than that specified in the Finsbury Local Plan. The benefits of the scheme were considered significant and to outweigh impacts associated with the height of the building being above 30m
- It was advised that a condition prohibiting the delivery of takeaway food in the vicinity of the library would not be enforceable.

Councillor Convery proposed an additional condition to remove the permitted development rights allowing antennae to be fitted to the building. The wording of this would be delegated to officers. This was seconded and carried.

Councillor Klute proposed an additional condition to specify that the building's management plan should apply to the new development. The wording of this would be delegated to officers. This was seconded and carried.

Councillor Klute proposed an additional condition that the development should be used as an educational facility only. The wording of this would be delegated to officers. This was seconded and carried.

Councillor Klute proposed an informative that the building's management plan should be updated in consultation with local residents. The wording of this would be delegated to officers. This was seconded and carried.

Councillor Klute proposed an informative that future applications related to the university should be in accordance with a master plan. The wording of this would be delegated to officers. This was seconded and carried.

RESOLVED:

That planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report and the additional conditions and informatives outlined above; and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1 of the officer report, the wording of which was delegated to officers.

100 68-72 BREWERY ROAD, LONDON, N7 9NT (Item B1)

Change of use from a flexible B2/B8 use to a flexible B1c/B2/B8 use

(Planning application number: P2019/0779/FUL)

In the discussion the following points were made:

- The proposed development was in a locally significant industrial site.
- The application did not seek alterations or extensions to the exterior of the building.
- Officers advised that, as no significant works to the building were proposed, it was not considered appropriate to require accessibility improvements to the building.

RESOLVED:

That planning permission be granted subject to the conditions and in informatives set out in Appendix 1 of the officer report.

101 MINUTES OF PREVIOUS MEETING (Item A6)

RESOLVED:

That the minutes of the meeting held on 2 May 2019 be confirmed as an accurate record of proceedings and the Chair be authorised to sign them.

102 MEMBERSHIP, TERMS OF REFERENCE AND DATES OF MEETINGS (Item A7)

RESOLVED:

- a) That the Sub-Committees be confirmed as five member Sub-Committees and that the terms of reference be noted.
- b) That the allocation of seats was determined in accordance with the advice in the report.
- c) That councillors Picknell, Convery, Clarke, Graham and Mackmurdie be appointed as members of Planning Sub-Committee A for the current municipal year or until their successors are appointed.
- d) That Councillors Kay, Klute, Spall, Poyser and Woolf be appointed as members of Planning Sub-Committee B for the current municipal year or until their successors are appointed.
- e) That it be noted that Councillor Picknell had been appointed Chair of Planning Sub-Committee A and Councillor Kay had been appointed Chair of Planning Sub-Committee B for the municipal year or until their successors are appointed.

Planning Committee - 4 June 2019

- f) That it be noted that any member who was a member or substitute member of the Planning Committee could substitute at any meetings of either Sub-Committee if they had not been appointed as a member of the Sub-Committee.

The meeting ended at 9.30 pm

CHAIR

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PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration
 Department
 Islington Town Hall
 LONDON N1 2UD

PLANNING COMMITTEE		AGENDA ITEM NO: B1
Date:	9th September 2019	

Application number	P2019/0228/FUL
Application type	Full Planning Application EOT
Ward	Highbury East Ward
Listed building	N/A
Conservation area	No (The site is in proximity within 80m of the St Mary Magdalene Conservation Area to the west).
Development Plan Context	The site is subject to a "flexible uses" Article 4 Direction Permitted development rights are removed for A1 (shops), B) and D1 (community uses) to change use to a temporary 'flexible uses' (use classes A1, A2, A3 or B1).
Licensing Implications	N/A
Site Address	34 Drayton Park Islington London N5 1PB
Proposal	Refurbishment and extension of existing building to provide a part 1/part 5 storey building comprising 3,054sqm flexible business (Use Class B1) floorspace and 209 sqm restaurant (Use Class A3) floorspace (1,298sqm overall additional floorspace) with ancillary plant room and storage at basement level.

Case Officer	Dale Jones
Applicant	Drayton Park Property Company Ltd.
Agent	Firstplan Ltd Bramah House 65-71 Bermondsey Street London SE1 3XF

1 RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission:

- subject to the conditions set out in Appendix 1; and
- conditional upon the prior completion of a section 106 agreement of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1

2 SITE PLAN (SITE OUTLINED IN RED/BLACK)



3 PHOTOS OF THE SITE/STREET



Image 1 - The application site frontage (Drayton Park) view southwards



Image 2 – The application site (RHS) adjoined with the neighbouring 36-40 Drayton Park, view to the south-east.



Image 3 – The application site (LHS) and the neighbouring No.32 Drayton Park (in D2 Class use as a mental health medical clinic)

4 SUMMARY

- 4.1 The application proposes the extension and redevelopment of the existing building to retain the restaurant (use class A3) on the ground floor, and provide flexible business floor space (use class B1) on the ground floor and upper levels with ancillary plant room and storage within the basement area.

4.2 The proposed works would include:

- The erection of a third and fourth floor front extension and a four storey part-rear extension. The extension would be constructed in light-weight cladding and glazing materials to align with the host building;
- Construction of new internal mezzanine floors at the rear parts of the ground floor to allow for additional B1 floorspace;
- Removal of the rear single storey ground floor toilet core to provide a rear patio amenity space at the first-floor level and improve natural light to ground floor units and allow for better cross-ventilation;
- The existing forecourt would be re-designed to include safer pedestrian and disabled access, cycle parking, one disabled car space, managed waste and recycling refuse storage and sitting out areas;
- Repair and maintenance works to the existing front elevation, including installation of new windows, doors and screens;
- A new protected escape route is proposed for the restaurant premises, which would result in a minimal increase of restaurant floorspace from 189.6 sqm to 209.4 sqm.

4.3 The scheme has been amended since its original submission and would now include the use of a canopy to the top of the folding doors serving the rear amenity area, and along with the use of screening to the boundary wall.

4.4 The proposed extensions, alterations and additions to the existing building would result in improvements to its overall appearance that are considered to be of sufficient quality to warrant approval. The proposal would also result in improvements to the internal layouts, in particular the accessibility of the building. The application also proposes sustainability measures that would improve its energy efficiency. The scheme is not considered to have any undue impact on nearby residential properties or the area in general in terms of overlooking, daylight/sunlight, overshadowing or noise impacts.

4.5 The proposed access arrangement to the site has been re-designed so that there is a legible visitor access to the ground floor units, including the restaurant unit;

- Secured internal Sheffield stands have been incorporated within the basement area;
- The proposed WC/Shower in the basement now has dimensions of 2.4m x 2.5m;
- The drawings now show provision within floor structure to allow future installation of 2no. platform lifts for the mezzanines;
- In terms of safe egress and evacuation, in addition to the proposed safe refuge provision, the revised plans also show the provision of fire evacuation lift as agreed during the meeting with Officers that was held on 20th May.

4.6 The application is considered to be in accordance with planning policy and is thus recommended for approval subject to appropriate conditions and planning obligations as outlined in Appendix 1.

5.0 SITE & SURROUNDINGS

5.1 The application site is currently occupied by a 1930s industrial building consisting of a 3-storey frontage building with a tiled front elevation, and a single-storey building (with a 'saw tooth' roof) sitting immediately behind it.

- 5.2 The site is located north west of Highbury corner and south of the Emirates Stadium. The site fronts onto Drayton Park, which connects Holloway Road and Blackstock Road. The site has an excellent Public Transport Accessibility Level (PTAL) 6a. It is located 2-5 minutes' walk away from Drayton Park Station and 7-10 minutes' walk away from Holloway Road Tube Station. Highbury and Islington Station is also located within 10 - 11 minutes walking distance from the site. There are also five bus routes within 300 metres walking distance from the site.
- 5.3 The commercial floor space within the building, (with exception of the restaurant (use class A3) on the ground floor), is currently vacant. The existing restaurant at the site was granted planning permission in December 2017 (Ref: P2016/4194/FUL). The applicants have confirmed that the existing restaurant use on the ground floor will be retained within the current application and the restaurant unit will stay open during the construction works. As discussed below, from a review of the site's planning history, the lawful use of the first and second floors is not clear and this application seeks to regularise this".
- 5.4 In terms of the site context, most of the surrounding buildings are in residential use. These include nineteenth century terraced properties in Drayton Park Road and Witherington Road to the south, and a more recent residential development ('Terrace Apartments') at the neighbouring Nos. 36-52 Drayton Park. To the west is a mental health care facility at No.32 Drayton Park. The site is not located within a conservation area and the building is not a scheduled monument or a statutory listed building.

6.0 PROPOSAL (IN DETAIL)

- 6.1 The application proposes a two storey extension at roof level of the site frontage building, which would also extend southwards to form a four storey extension to the existing rear (south) elevation of the frontage building. The application would increase the amount of Class B1 business use floor space at the site.

The following table below provides detail of existing and proposed uses, expressed in gross internal floorspace area

	Existing (GIA) sqm	Proposed (GIA) sqm	Change
B2 use class floor space	399		-399
B8 use class floorspace	1,086.6		-1,086.6
Flexible B1 use class floor space		2,763.9	+2,763.9
Restaurant floor space (Class A3)	189.6	209.4	-19.8
Ancillary floor space (Basement)	290 (B8 use class)	290 (B1 use class)	
Total floor space	1,965	3,263.3	+1298.3

- 6.2 This application seeks to change the use of part of the ground floor (excluding the Class A3 restaurant floor space) to Class B1 and regularise the Class B1 use on the upper floors to facilitate provision of flexible business floorspace. The proposals would result in a mixed-use scheme consisting of an existing restaurant use (use class A3) on the ground floor and flexible business space (use class B1) on the ground floor and at the upper levels (including new mezzanines).
- 6.3 The proposed building as extended would be five storeys in height (six storeys including the basement level). The scale of the existing and proposed buildings can be compared in the two cross-section images below which are taken through the site (Images 4 and 5). The layout of the proposed development would consist of the existing structure and a new build element consisting of upper floors at the front portion of the site. The existing roof form at the rear part of the site would be retained and new mezzanines would be installed internally along the eastern and western portions of this rear element of the building.

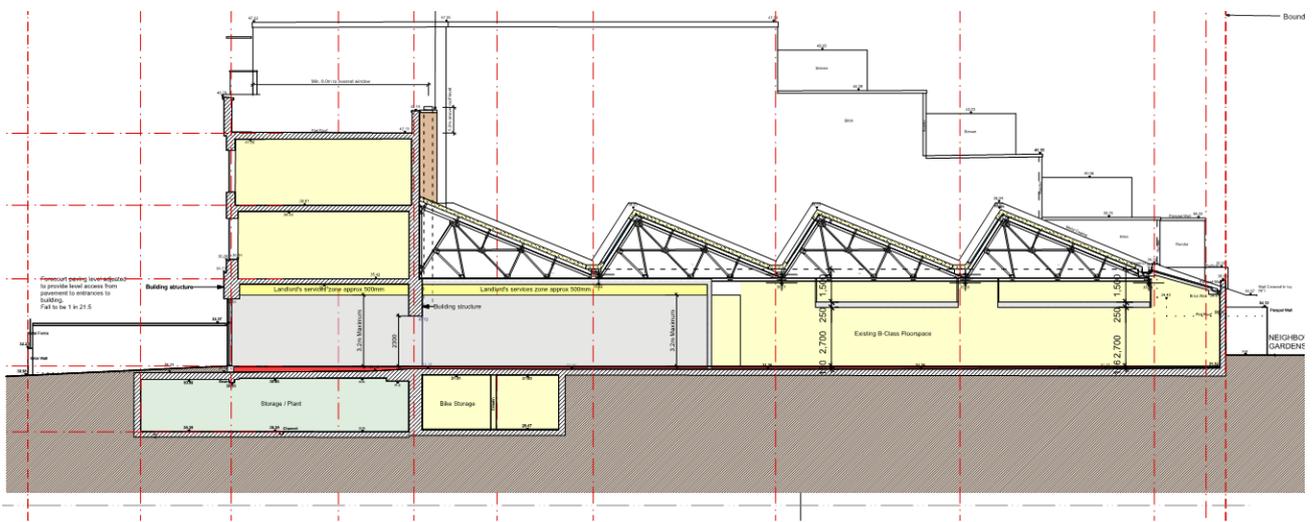


Image 4 - Existing Section A-A – Indicates the part 1, part 3 storey scale (with basement)

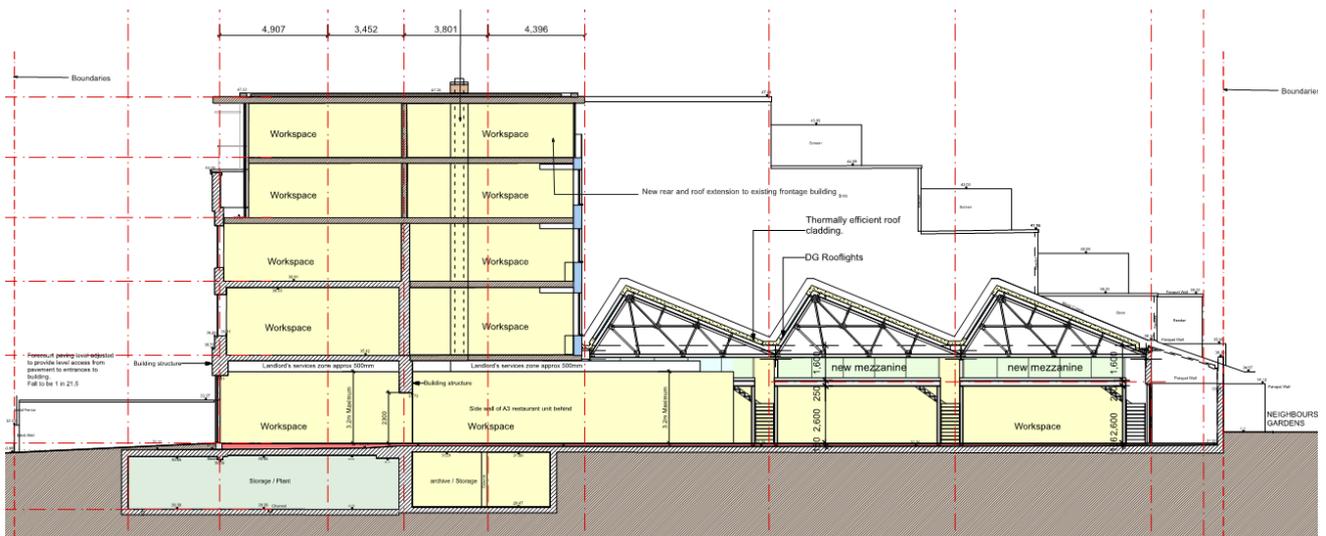


Image 5 - Proposed Section A-A – Indicates the part 1, part 5 storey scale (with basement level)

- 6.4 The proposed pedestrian access to the building would be retained along the northern boundary of the site from Drayton Park. As part of the proposals, dedicated access points will be created to provide access to the ground floor uses with a dedicated entrance for the upper floor uses.

- 6.5 The proposals will provide two dedicated disabled parking bays within the central forecourt area, and 10 external cycle spaces and an internal cycle store with capacity for up to 60 bikes at basement level.

7 RELEVANT HISTORY

Planning Applications

- 7.1 The application site has the following relevant planning history:

Drayton Park, planning application ref: P2016/4194/FUL for the 'Change of Use of part of the ground floor to restaurant (A3) replacement of existing shutters on the ground floor front elevation with double glazing to create new window and sliding entrances and erection of three canopies and alteration to windows at upper floors, replacement of roof to the rear ground floor and addition of flue, solar panels and roof lights plus alterations to front forecourt'. Re-Consultation: sequential test submitted was approved on 20.12.2017.

34 Drayton Park, planning application ref: P2016/2171/PRA for the 'Prior approval application in relation to the proposed change of use of part of the existing property to residential use (C3 class) creating 10 self-contained residential studios' was refused on the 27.07.2016.

34 Drayton Park, planning application ref: P080730 for the 'Change of use of 1st and 2nd floors from office use to two x 2 bedroom and two x 1 bedroom flats' was refused on the 29.05.2008.

34 Drayton Park, planning application ref: P080730 for the 'Change of use of ground floor premises from general industry to warehouse (Class B8)' was approved on the 27.06.1994.

34 Drayton Park, planning application ref: 931994 for the Change of use of ground floor premises from general industry to warehouse (Class B8) was approved on 07.03.1994.

Enforcement

- 7.2 There are no relevant recent planning enforcement records on the subject site.

Pre-application Advice

- 7.3 There have been three previous pre-applications for the site, for varied designs and concepts for the redevelopment and extension of the buildings, including:

- 7.4 34 Drayton Park, pre planning application ref: Q2016/2198/MIN: Proposed use of part of the proposed ground floor (190sqm) following on from pre-application - demolition of existing building (except for retention of façade) and erection of a 5-storey building (plus basement) accommodating 2,435.9sqm (GIA) B1 workspace at basement, ground, first and second floors, 9 residential units (3x 1-bed, 5x 2-bed and 1x3-bed) at third and fourth floors, and associated cycle parking and landscaping under Q2015/0097/MJR. Advice issued 07.07.2016.

- 7.5 The feedback noted in summary that the proposed use may be acceptable subject to justification provided as to its location outside a town centre, and subject to the applicant demonstrating no adverse impact on neighbouring residential occupiers.

- 7.6 34 Drayton Park, pre planning application ref: Q2015/0097/MJR: Demolition of existing building (except for retention of façade) and erection of a 5-storey building (plus basement) accommodating 2,435.9sqm (GIA) B1 workspace at basement, ground, first and second floors, 9 residential units (3x 1-bed, 5x 2-bed and 1x 3-bed) at third and fourth floors, and associated cycle parking and landscaping. Advice issued 08.03.2016

- 7.7 The feedback noted that in accordance with Development Management Policy DM5.1 (part F), the new floor space must be designed to allow for future flexibility for a range of uses, including future subdivision and/or amalgamation for a range of business accommodation (particularly for small businesses).
- 7.8 In terms of design, the revised massing to the rear of the site was considered acceptable. The massing now proposed would largely respect the characteristic pattern of development found throughout much of the borough (where spaces between rear building lines and rear boundaries are usually undeveloped), and would screen the blank side (west) elevation of Terrace Apartments.
- 7.9 The pre-application response also noted that any application for planning permission would need to be supported with information addressing potential impacts upon the privacy, outlook and natural light currently enjoyed by residents of existing residential buildings close to the site, and occupants and users of any other sensitive buildings nearby. Noise from outdoor amenity spaces will also need to be considered by the council at application stage.

8 CONSULTATION

Public Consultation

- 8.1 Individual notification letters were sent to occupants of adjoining and nearby properties on the 31 January 2019. A site notice and press notice were both posted on the 07 February 2019. The public consultation on the application formally expired on the 03 March 2019. However, it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2 At the time of the writing of this report there have been a total of ten representations received in response to the Council's public consultation exercise, raising the following concerns and objections (in summary):
- No objections to the planning application, however this is based on the amended drawings following a meeting with the representatives of First Plan. Drawing Numbers: 3086/221/A and 3086/22A. These drawings indicate the use of canopies over the windows and artificial hedging positioned on top of the Party Wall to prevent views from and to the residential properties at the rear [Officer comment: Drawing Numbers: 3086/220A 'Proposed rear patio glazing layout' and 3086/221A 'Overlooking prevention strategy section diagram' have been submitted. These drawings illustrate the use of a 'frameless obscure glazed' protective canopy over the rear door set and the use of artificial hedging positioned on top of the Party Wall to prevent views from and to the residential properties at the rear. Please refer to paragraphs 10.65 – 10.69];
 - Object to the height of the building by adding additional floors. This would be out of character for Drayton Park [Officer comment: Please refer to paragraphs 10.22 10.26];
 - Other applications within Drayton Park have been refused for such roof additions and to allow this would set an undesirable precedent for similar such development [Officer comment: Please refer to paragraphs 10.22 – 10.32];
 - Unclear how the office use hours can be conditioned in practice [Officer comment: The main powers relating to local planning authority use of conditions are set out within sections 70, 72, 73, 73A, and Schedule 5 of the Town and Country Planning Act 1990 (as amended). The conditions section of the officer report below (see Appendix) sets out what conditions are proposed and the justification behind each];
 - The proposal would result in harmful overlooking into the rear of the residential properties, including to the south of the site. The use of frosted glass as used by the

neighbouring development to No.34 would help diminish this overlooking and loss of privacy [Officer comment: There would be a 28.8m separation gap between the rear facing windows of the development and the rear garden boundaries to Witherington Road. As such, it is not considered that there would be an increase in overlooking or a reduction in privacy to neighbouring residential properties. This is set out in paragraphs 10.65 – 10.69 of the officer report below.];

- Increased noise and disturbance and environmental issues with the proposed terrace to the rear of the site at ground level: this could be used for smoking for employees of the office space and compromise neighbours well-being, whilst increased noise and disturbance would result from users of that terrace area [Officer comment: Refer to paragraphs 10.68 – 10.69 of the report];
- There are concerns relating to the proposed construction phase of development with work before 8am an issue in terms of noise, disturbance and environmental pollution. Any construction hours would need to protect amenity of surrounding residents [Officer comment: This matter is covered by non-planning legislation such as Environmental Health];
- The development would make provision for threatened bird species by including “swift nesting bricks” within the building design and also provision for nesting facilities for other birds including house sparrows [Officer comment: Refer to Condition 18].

Internal Consultees

- 8.3 **Planning Policy:** No objections. [Officer response: Refer to paragraphs 10.2 – 10.15 below]
- 8.4 **Sustainability Officer** has been consulted and raises no objections, noting that the proposed sustainable use of materials is welcomed. The Officer observed that although they have requested that the applicants should provide further detail on how they will aim to comply with DM policy 6.6 and reduce surface water runoff. As this development involves works to an existing building it is accepted that achieving the greenfield runoff rate is unlikely, but efforts should be made to reduce rates as far as possible including detail on the required attenuation storage volume.
- 8.5 **Access and Inclusive Design:** No objections following receipt of amended plans. Refer to paragraphs 4.5 and 10.39 – 10.41 of the committee report.
- 8.6 **Design and Conservation:** No objections. [Officer response: Refer to paragraphs 10.16 – 10.37 below]
- 8.7 **Energy Officer:** No objections.
- 8.8 **Highways:** No objections to the proposal, noting that refuse collection will be on-street with the bins stored at the front of the property. Construction deliveries are being parked on the highway and off loaded over the footway. A permanent crane is not being used on site. No objections are raised to these proposals. [Officer note: the applicants have also provided tracking which indicates that the two off-street disabled spaces within the front forecourt area can be accessed in a safe and convenient manner. Also refer to Paragraphs 10.91 – 10.102 of the report below].
- 8.9 **Public Protection (Noise):** No objections noting that the site is close by Drayton Park school and the Emirates. The applicants have submitted a draft Construction Management Plan (CMP) but to minimise the impacts, we would advise that a site specific CMP following the guidance of our CoPCS is required (either by way of condition or S106 obligation). [Officer response: See condition 9]

- 8.10 **Refuse and Recycling:** No objection. [Officer response: Refer to paragraph 10.100 below together with Condition 15.]
- 8.11 **Environmental Health:** No objections subject to the use of a planning condition regarding plant and attenuation (Condition 23).

External Consultees

- 8.12 **Thames Water:** No response received.
- 8.13 **Crime Prevention Officer:** No objections.
- 8.14 **Environment Agency:** No response received.
- 8.15 **London Fire Brigade:** The London Fire Brigade will be satisfied subject to the application meeting the access requirements of Approved Document B5 of the Building Regulations.

9 RELEVANT POLICIES

- 9.1 Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:
- *To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);*
 - *To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)*
- 9.2 The National Planning Policy Framework 2019 (NPPF) and the Planning Practice Guidance (PPG) are both important material considerations in planning decisions. Neither change the statutory status of the development plan as the starting point for decision making but policies of the development plan need to be considered and applied in terms of their degree of consistency with the NPPF.
- 9.3 Consideration is given to whether the development would support the aims of securing economic growth and productivity, but also that this would be achieved in a sustainable way. Paragraph 80 states that planning policies and decisions should help to create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.
- 9.4 Paragraph 11 of the NPPF sets out the presumption in favour of sustainable development which for decision taking this means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- 9.5 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:

- *Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law;*
- *Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.*

9.6 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

9.7 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Development Plan

9.8 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 (ICS) and Development Management Policies 2013 (DM). The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Supplementary Planning Guidance (SPG) / Document (SPD)

9.9 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:
- Land use
 - Design and Appearance
 - Neighbour amenity
 - Inclusive design
 - Sustainability, energy efficiency and renewable energy
 - Highways and transportation
 - Other considerations (including CIL and S106)

Land Use

The existing use

10.2 The building is part one, part three storeys in height. The commercial floor space within the building, with exception of the restaurant (use class A3) on the ground floor, is currently vacant as observed during the officer site visit (March 2019). With regard to the use of the site, the

applicants have stated that: 'It is understood that a variety of businesses have operated for many years from the site. Former operators have used the site for storage on the ground floor (use class B8) and for workspaces and offices on the upper levels (use class B1). As discussed below, from a review of the site's planning history, the lawful use of the first and second floors is not clear and this application seeks to regularise this.'

- 10.3 Policy CS4 in Islington's Core Strategy sets out the council's intentions for the Highbury Corner and Holloway Road key area, but does not set out any specific proposals for Drayton Park. As a whole, the proposals at the site seek to provide 3,054sqm of use class B1 floor space in total (including 2,763.9sqm workspaces on upper levels and 290sqm ancillary floor space in the basement area) through the proposed change of use and construction of new floor space.
- 10.4 This application seeks the change of use of the remaining warehousing space (use class B8) at the ground floor level to flexible business floor space (use class B1). Development Management Policy DM5.1 Part C is relevant in terms of the new employment floor space and states '*Outside Employment Growth Areas, Town Centres and the Vale Royal/Brewery Road Locally Significant Industrial Site, business floorspace may be provided within mixed use developments where this would enhance the character and vitality of the local area, would not detrimentally impact on residential amenity, and would not compromise residential growth.*'
- 10.5 Appendix 13 'Glossary' of LB Islington Development Management Policies notes that business floor space includes activities or uses that fall within the B use class (i.e. offices, industry, or warehousing). As such, there will be no loss of B use class floor space as part of the proposals and therefore the proposed scheme will be fully compliant with the Development Management Policy DM5.2 and Appendix 13. The proposed increase in the amount of business floor space would contribute to economic growth within the Borough through job creation whilst meeting the objectives of the NPPF, London Plan and Islington planning policies.
- 10.6 Given the location, the additional business floor space includes all B-Class use. Changing from B8 to B1 is therefore acceptable in land use terms. No objection is raised in principle to the proposal as there would be no resultant loss of business floor space.
- 10.7 As a material consideration, it should also be noted that the emerging new London Plan (Draft Paragraph 1.2.5), the Mayor encourages using land more effectively as London's growth continues, and promotes redevelopment of brownfield sites and the intensification of existing places. The applicants have stated that the proposals will create up to 200 additional jobs (full-time equivalent) if the development is completed and in operation. Currently the building (with exception to the restaurant at ground floor level) is vacant. The proposals would therefore allow a significant uplift of staff on the site. It is important to note that the proposed works would also create temporary construction jobs.
- 10.8 Given that the site has historical B-Class usage and the fact that the proposals would make use of previously developed land and facilitate job creation during the construction and operational phases of development, making efficient use of a vacant building, it is considered that the proposal would adhere with the provisions of Development Management Policy DM5.1 Part C.
- 10.9 With regard to the quality of the business floor space as proposed, the proposed business floor space has been designed in accordance with the Development Management Policy DM5.1 Part F, which encourages provision of flexible floorspace. As such, the proposed floor space would be configured and laid out to provide flexible and differently sized spaces, including the use of mezzanine levels which will allow its occupation by a variety of businesses. In addition, the proposed floorspace has been designed so that it can be flexibly subdivided and reconfigured to facilitate a range of unit sizes.
- 10.10 Furthermore, as a material consideration, it should be noted that in the determination of the previous (the most recent) application for this same site under application: P2016/4194/FUL,

the officer report noted that: The principle of a change of use from B2 or B8 to B1 in this location is acceptable in line with DM policy DM5.2. This policy aims to prevent loss/reduction of business floor space (B1, B2 and B8) hence proposals which interchange between these uses do not cause concern, although other considerations need to be taken into account, namely proposed design of the new B1 floor space. Loss of B8 uses would be a concern in more defined industrial areas, but this location cannot be considered an industrial area. This position/argument remains relevant.

Community benefits, measures to ensure flexibility and affordability

- 10.11 LB Islington Core Strategy Policy 13 and Development Management Policy DM5.1 and DM5.4 require new business floorspace to be flexible to meet future business needs and requiring a range of unit types and sizes. The enclosed plans and drawings prepared by Volume 3 sufficiently demonstrate how the employment floorspace will operate and how the proposed business floorspace has been designed to enable subdivisions or amalgamations within the building to allow its flexible use.
- 10.12 The application site is not located within a Town Centre or an Employment Growth Area and therefore the requirement of Policy DM5.4 to incorporate an appropriate amount of affordable workspace does not apply in this instance. It should be noted that £33,500 would be sought by way of a s106 agreement for the training and employment of local residents (as per Paragraph 5.23 of the Planning Obligations Section 106 SPD (2016)).

A3 (restaurant) use

- 10.13 The proposed development retains the existing restaurant floor space on the ground floor which was approved under the extant planning consent (Ref: P2016/4194/FUL). For the purpose of clarity, the restaurant element of the extant consent has been implemented and is currently in operation.
- 10.14 The applicants have confirmed that the approved restaurant unit would continue to operate during the construction works. The only modification to the consented restaurant element relates to the provision of a new escape route within the restaurant premises, which would result in a minimal 19.8sqm increase of restaurant floor space from 189.6sqm to 209.4sqm. Given that the restaurant has been consented by the previous permission, and owing to the limited net increase in internal floor area, there are no policy objections raised in land use terms.
- 10.15 The uses proposed would result in the introduction of flexible B1 floorspace. Set against the planning history and policy context, the proposal is considered to be acceptable in land use terms. As a whole, the proposal would be in accordance with London Plan Policies 2.9 and 4.4, Islington Core Strategy Policies CS6 and CS13 and Development Management Policies DM5.1 and DM5.4.

Design & Appearance

- 10.16 The NPPF in section 12 (“Achieving well designed places”) states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 10.17 Planning policies and decisions should ensure that developments will function well and add to the overall quality of the area over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of

streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

- 10.18 Policies CS8, CS9 and CS10 in Islington's Core Strategy, and policies in chapter 2 of Islington's Development Management Policies, are also relevant. The council's Urban Design Guide SPD and the Mayor of London's Character and Context SPG are also relevant to the consideration of the current application.

The site and surroundings

- 10.19 The existing 1930s building is a good example of an industrial building of its time that has largely retained its historic fenestration, proportions and frontage tiles, as well as the buildings 'saw tooth' roof to the rear. Overall, the site includes a forecourt at the front boundary serving the three-storey 'frontage' building and a single storey "sawtooth" roofed light commercial shed building to the rear. The frontage building is an early 1930's concrete framed building clad with faience to the front and side. The rear building element comprises the "sawtoothed" shed building which extends beyond the frontage building, covering the entire site all the way to its southern boundary with Witherington Road, which is being shared with neighbouring residential gardens. The rear volume at its western, eastern and southern boundary is free of any fenestration within solid brick construction typical of industrial properties built from the same era. At present, natural light is solely provided via the "sawtooth" roofed light commercial shed enclosure ending with an unsightly flat roof of plant/toilet accommodation.
- 10.20 There is a part basement to the front of the building, which is accessed via ground floor area. The applicants have stated that 'The building has been under-used over the past decade or so and recently benefited from planning consent, which allowed introduction of new A3 restaurant unit at ground floor and refurbishment of ground floor areas and building frontage.' The proposals seek to refurbish the existing building façade for its long-term use. In this respect, new windows, screens and doors are also proposed.

Height, scale and massing

- 10.21 London Plan Policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings, and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan Policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings. The Mayor of London's Character and Context SPG notes at paragraph 7.26 that "the key or essential characteristics of a place provide an important reference point against which change can be assessed".
- 10.22 Policy DM2.1 of Islington's Development Management Policies requires development (including alterations and extensions) to be based upon an understanding and evaluation of an area's defining characteristics, confirms that acceptable development will be required to respect and respond positively to existing buildings, and sets out a list of elements of a site and its surroundings that must be successfully addressed – this list includes urban form including building heights and massing.
- 10.23 In terms of building height, the proposed extension at roof level would comprise two new floors of office accommodation, rising from three storeys (at present) to a five storey building. However, the double height created at roof level would give the visual impression of a four

storey development due to the concealment of part of the extension by a front parapet. It is considered that the resultant building height created by the upwards and rearwards extension of the 1930s frontage building would bring the overall building height in-line with the neighbouring residential development at No. 36-40 Drayton Park (known as "Terrace Apartments"). The building height would rise above the neighbouring medical building to the west, however, it would be separated from that property by the street-gap and given the use of glazing, it is considered that the proposal would respect this neighbouring property owing to the set-back and the use of glazing to soften the appearance of the proposed development from public views.

- 10.24 The proposed extension would wrap-over the rear building façade to form a four storey rear extension, again providing additional B1 class accommodation. This rearwards extension of the host building (over part of the saw-toothed" rear building would project 8.0m south towards the rear site boundary and would leave a separation distance of 28.8m to the rear site boundary with Witherington Road and would otherwise largely retain the original saw-toothed roof structure of the rear building element.
- 10.25 In view of the site's surrounding context, it is considered that the proposed height and massing is appropriate. The additional levels of accommodation would mirror that of the neighbouring four-storey building to the east (No.36-40 Drayton Park), whilst the street-gap to the west would allow for a relief in the built urban form. Furthermore, there would be a 28.8m separation distance between the rear of the proposed extension and the rear site boundary with Witherington Road, which would also ensure that the bulk and scale of the proposed extension would not be over-dominant to the rear of the site and the depth of development would be in keeping with that approved at the neighbouring 36-40 Drayton Park.

Detailed design

- 10.26 The main street elevation (Drayton Park) is orientated to the north-west and is a good example of an industrial building of its time. The building has largely retained its historic fenestration, proportions and frontage tiles. The rear of the site is comprised of a single storey "saw-tooth" roofed light commercial shed building to the rear. There is a part basement to the front of the building, which is accessed via ground floor area and extends beyond the frontage building, covering the entire site all the way to its southern border, which is being shared with neighbouring residential gardens. The rear volume at its western, eastern and southern boundary is free of any fenestration within solid brick construction typical of industrial properties built from the same era. Natural light is provided via the "sawtooth" roofed light commercial shed enclosure, ending with a flat roof of plant/toilet accommodation section at the rear of the site.
- 10.27 The proposed roof additions to the frontage building would be read as a lightweight structure given the use of glazing that is proposed to the Drayton Park (North) elevation. The glazing to the third and fourth floors would be treated with a semi-structural double glazed curtain wall, and its light weight appearance from public views along Drayton Park would contrast with the solidity of the existing building frontage on the floors below in tile and brick construction.
- 10.28 In terms of materials, the flank (west) elevation would be part constructed in Marley Eternit Equitone (TE60 Hessian) cladding, together with sections of Marley Eternit Equitone (TE20 Pebble) cladding. The additional floors would be set-back behind the front parapet to match the adjacent neighbouring building line with No.36-40 Drayton Park. At roof level, a light powder-coated metal clad roof canopy is proposed to match the projecting louver level of the neighbouring residential block. The canopy would wrap around the additional floor extension as one uniform, uninterrupted line. The roof finish would include 20mm traditional asphalt, single or two-ply proprietary flat roofing materials on warm roof thermal insulation. It is considered that the set back at third/fourth floor levels would help facilitate a visual hierarchy and articulation across the height and length of the facade.

10.29 No objections have been raised by the Council's Design & Conservation team following confirmation that the openings shown on the drawings have been retained and built out as approved under previous application ref. P2016/4194/FUL, and receipt of revised sectional drawing A-A which illustrates the existing front canopies would align with the floor plans.



Image 6 - Existing front (north) elevation view south from Drayton Park

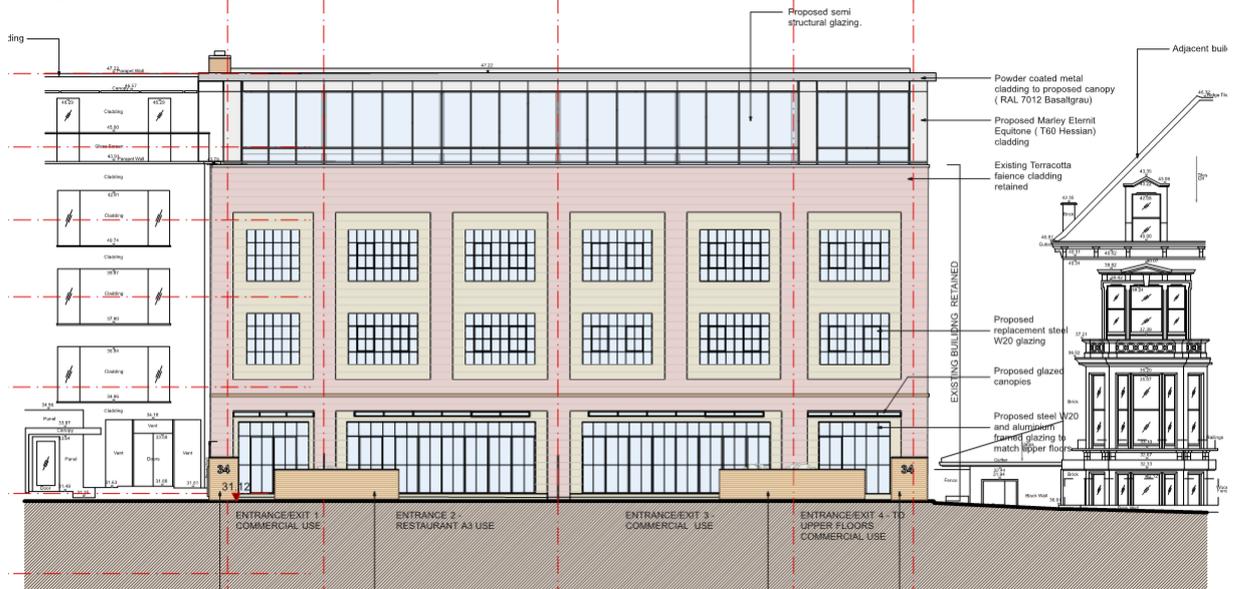


Image 7 - Proposed front (north) elevation view south from Drayton Park

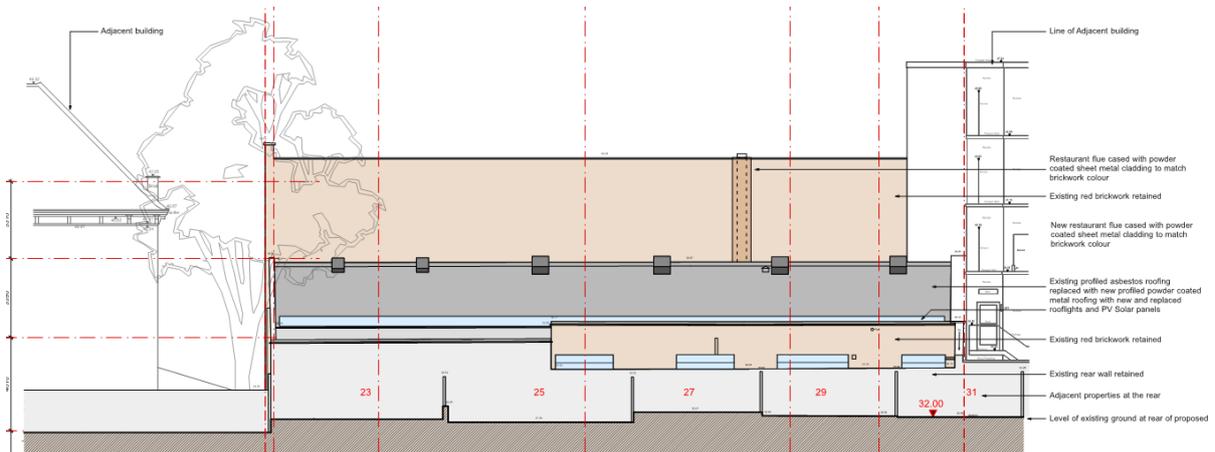


Image 8 - Existing rear (south elevation)

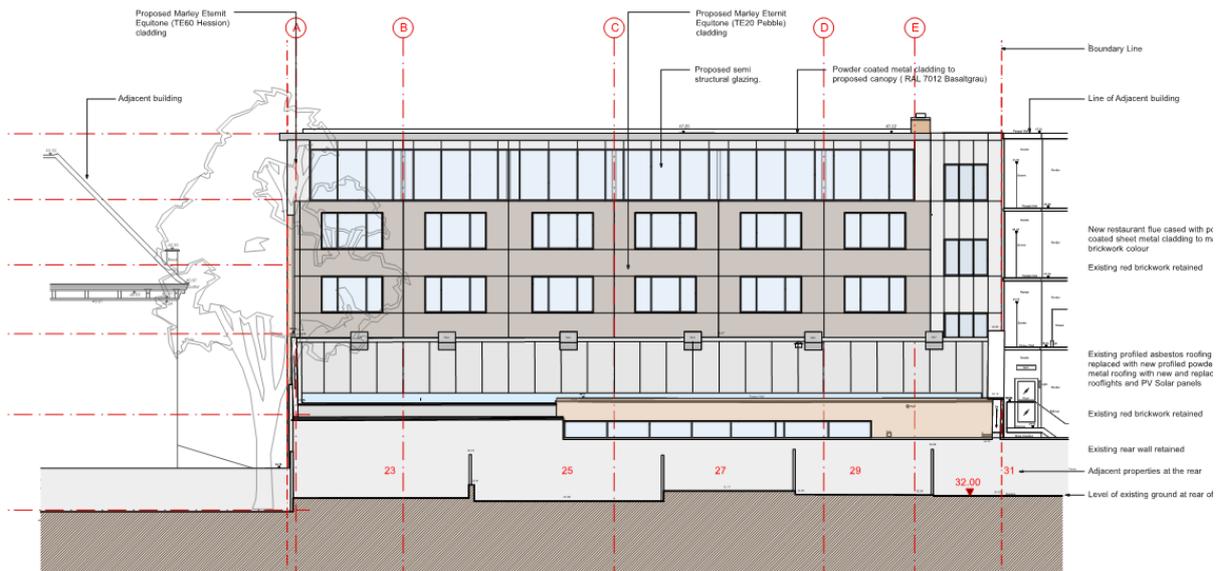


Image 9 - Proposed rear (south elevation)

- 10.30 The southern building elevation would be comprised of Marley Eternit Equitone cladding, with the roof designed to include a powder coated metal cladding to the proposed canopy and the installation of semi-structural glazing across the rear facade at roof level. At lower level (ground) the existing profiled asbestos roof would be replaced with new profiled powder-coated metal roofing with new and replaced roof lights, together with the use PV solar panels. It is considered that the panelled facades, use of structural glazing and rhythm of windows within the rear facade is such that the proposal would have a strong vertical and horizontal emphasis.
- 10.31 The proposed elevations are considered to respond to, and respect the existing site context whilst respecting the relationship with the residential development to the immediate east. Condition 3 requires the submission of materials to ensure that the new materials proposed for the extensions complement the brick of the existing building. Overall, the design of the proposal is considered to improve the aesthetic of the existing building and the appearance of the street scene in accordance with planning policies, in particular Policies 7.4 and 7.6 of the London Plan and Development Management Policy DM2.1.

Front forecourt

- 10.32 The front of the site already has a 10m wide vehicular pavement cross over in the forecourt (front patio) from Drayton Park, with on-site vehicular access via the existing paved surface. The current servicing provision consists of level access for the A3 restaurant via a section of this front forecourt demise. The proposals seek to provide a new and improved access and the existing forecourt is to be re-designed to include safer pedestrian and disabled access, cycle parking and provision of two disabled car parking spaces, together with managed waste and recycling and refuse provision.

Internal layout

- 10.33 The internal layout of the new proposal is based on two vertical cores at each end of the frontage building managing access/escapes. The building would comprise a large ground and basement unit, upper floor commercial spaces and the existing A3 restaurant unit at ground floor. The commercial use tenants (ground and basement unit & upper floor space) would be serviced with two separate entrances, via their own front patio demises. Existing access stairs to the frontage building will comprise a secondary means of escape from the upper floor areas, whilst the new stair and lift core to the left of the building would facilitate the main means of

access and escape to and from the upper floors. Additional, showers and an accessible WC would be provided along with a plant/storage (110.6sqm) and separate archive/storage area (61.3sqm) whilst basement level bicycle storage would be provided for up to 60 bicycles, which would be accessed within the protected stair/lobby area and a dedicated platform lift straight into the shared bicycle store facility.

- 10.34 At ground level, the A3 restaurant would remain as existing with its own patio demise, whilst a new A3 fire escape would be facilitated. The workspace at ground, together with the inclusion of the six new mezzanines would measure 1,017sqm in area, facilitating provision of new business floor space. The first floor level (within the main frontage building), as extended would facilitate 348sqm of employment floor space, together with WCs, lifts and the stair cores whilst at second, third and fourth floor levels employment floor space would be provided measuring 348sqm, 333sqm and 333sqm respectively.

External patio

- 10.35 An external patio area, measuring 53sqm would be provided at ground level at the rear of the site, just behind the rear site boundary with Witherington Road to the south. The applicants have stated within the supporting Planning Statement that this element of the proposal would involve:

“The removal of the rear single storey ground floor toilet core to provide a rear patio amenity space and improve natural light to ground floor units and allow for better cross-ventilation”

- 10.36 The external patio area would be surrounded by retaining walls, including that of the rear garden boundary wall with Witherington Road to the rear (south) of the application site. The rear boundary wall measures 2.7m in height (or 1.9m as measured from the garden level of Witherington Road) which is higher than that of the application site. However, the applicants have proposed to install a planter with hedge screening on top of the rear wall, to a height of 850mm which would therefore ensure that the total height of the rear site boundary would measure 2.70m with Witherington Road (also refer to image 12 below). In addition, a new frameless obscured glazed canopy would be installed on the rear building line of the development above the glazed patio doors, although this element would be set lower than the proposed boundary planting and thereby only visible from the upper floors of the properties to the rear of the site. The external alterations are relatively modest in scale and of an appropriate design and appearance, in accordance with planning policies, in particular Policies 7.4 and 7.6 of the London Plan and Development Management Policy DM2.1

Inclusive Design

- 10.37 Paragraph 98 of the NPPF (2019) is relevant to the current proposal in relation to inclusive design. London Plan Policy 7.2 relating to “An Inclusive Environment” requires all new development to achieve the highest standards of accessible and inclusive design, and refers to the Mayor’s Accessible London SPG. At the local level, Development Management Policy DM2.2 requires all developments to demonstrate that they i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone; and iv) bring together the design and management of a development from the outset and over its lifetime.

Assessment

- 10.38 The proposed access arrangement to the site has been re-designed so that there is a legible visitor access to the ground floor units, including the restaurant unit, whilst in terms of safe egress and evacuation, in addition to the proposed safe refuge provision, the scheme has been revised to include provision of a fire evacuation lift. At basement level, the provision of secured internal Sheffield stands have been incorporated within the basement area whilst the proposed WC/Shower in the basement has been updated to include dimensions of 2.4m x

2.5m. In terms of the internal layout of the proposed office accommodation, the amended scheme now includes provision within the floor structure to allow future installation of 2no. platform lifts for the mezzanines.

10.39 The approach to the main frontage building (from Drayton Park) is level, thresholds are flush, entrances and corridors, doors and lifts conform to relevant guidelines. The Council's access Officer also noted:

- Inside there is step free access to a basement cycle store. Three Sheffield stands have now been provided with larger separation distances to accommodate
- An accessible WC/Shower facility is now provided
- A trimmed, soft spot, is shown within all of the 6 mezzanine office spaces. This is also welcomed for the installation of a platform lift as stated above (refer to paragraph 10.37);
- Disabled refuge provision and design has been upgraded;
- A contribution of £2000 should be provided for one on-street parking bay for every 33 employees proposed.

10.40 The proposed business floor space in the revised form would comply with relevant planning policies and the relevant parts of the Inclusive Design in Islington SPD.

Neighbouring Amenity

10.41 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality. Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.

10.42 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.

10.43 BRE Guidelines paragraph 1.1 states: "*People expect good natural lighting in their homes and in a wide range of non-habitable buildings. Daylight makes an interior look more attractive and interesting as well as providing light to work or read by*". Paragraph 1.6 states: "*The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design...In special circumstances the developer or local planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings*".

10.44 Daylight: the BRE Guidelines stipulate that... "*the diffuse daylighting of the existing building may be adversely affected if either:*

- *the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value;*
- *the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value."* (No Sky Line / Daylight Distribution).

- 10.45 At paragraph 2.2.7 of the BRE Guidelines it states: *“If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area lit by the window is likely to appear gloomier, and electric lighting will be needed more of the time.”*
- 10.46 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall. At paragraph 2.2.8 the BRE Guidelines state: *“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside”.*
- 10.47 Paragraph 2.2.11 states: *“Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.”* The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.
- 10.48 Sunlight: The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:
“If a living room of an existing dwelling has a main window facing within 90 degrees of due south, and any part of a new development subtends an angle of more than 25 degrees to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected. This will be the case if the centre of the window:
- *Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and*
 - *Receives less than 0.8 times its former sunlight hours during either period and*
 - *Has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.”*
- 10.49 The BRE Guidelines) state at paragraph 3.16 in relation to orientation: *“A south-facing window will, receive most sunlight, while a north-facing one will only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows will receive sunlight only at certain times of the day. A dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit.”* It goes on to state (paragraph 3.2.3): *“...it is suggested that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun.”*
- 10.50 Open spaces: The Guidelines state that it is good practice to check the sunlighting of open spaces where it will be required and would normally include: *‘gardens to existing buildings (usually the back garden of a house), parks and playing fields and children’s playgrounds, outdoor swimming pools and paddling pools, sitting out areas such as those between non-domestic buildings and in public squares, focal points for views such as a group of monuments or fountains’.*

- 10.51 At paragraph 3.3.17 it states: *“It is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21 March.”*

Assessment

- 10.52 The site fronts onto Drayton Park, whilst the rear site boundary adjoins Witherington Road to the south, therefore the assessment focuses on the impact on those surrounding properties within these two identified streets. The applicants have provided a detailed Daylight/sunlight analysis report (December 2018) which notes that the following properties have been assessed:
- 10.53 Nos. 25, 27, 29 and 31 Drayton Park which includes the terraced four-storey properties to the north/on the opposite side of Drayton Park, facing the site (noting that the road is relatively wide with the properties also set-back from the pavement), and;
- 10.54 Nos 19, 21, 23, 25, 27, 29 & 31 Witherington Road which include terraced three-storey properties (plus some with roof accommodation) that are situated to the south / rear of the application site and with gardens abutting the site boundary.
- 10.55 The applicants have confirmed that the BRE assessment has not extended to the properties either side of the application site given the fact that the new-build residential apartment block at Nos. 36-40 Drayton Park, known as “Terrace Apartments” to the east, has no habitable room windows facing the site (this was confirmed by the officer on site), and due to the rear ‘retained profile’ of this neighbouring block of flats, therefore the windows within the rear (south facing) elevation of this neighbouring property cannot be affected by the proposals, also given the fact that they have terrace screens along the site boundary serving the ‘staggered’ roof terraces.
- 10.56 The detached property to the west is an NHS medical facility and again, does not have any windows facing the site which serve any ‘habitable rooms’ in residential terms. However, the rear garden to this neighbouring building has been considered within section 4.6 of the applicants BRE assessment.
- 10.57 In terms of vertical sky component (VSC), as a target value, if the VSC with the new development in place is both, less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The maximum value obtainable at a flat window in a vertical wall is effectively 40%.
- 10.58 The findings of the BRE report as submitted conclude that all of the surrounding properties would meet the BRE VSC guidance and would be within acceptable tolerances. In this respect, the VSC reductions range up to 5% thus not greater than a 20% reduction in the case of Nos. 25, 27, 29 and 31 Drayton Park and would thereby meet the BRE Guidance. In the case of Nos 19, 21, 23, 25, 27, 29 & 31 Witherington Road, the VSC reductions range up to 8%, again not greater than a 20% reduction in accordance with the guidance.
- 10.59 In terms of Daylight Distribution (DD), this has also been tested for the surrounding residential properties. The submitted BRE report notes that the daylight distribution reductions range up to 9% thus not greater than a 20% reduction and readily meeting the BRE Guide. The BRE recommendation is that windows facing within 90° of South should have 25% of Annual Probable Sunlight Hours (APSH) with 5% in the winter months (from the autumn equinox to the spring equinox). Where reductions below the recommended levels are contemplated, these should be target limited to one fifth or 0.2 times the present value (unless a reduction of

sunlight received over the whole year is not greater than 4% of annual probable sunlight hours).

- 10.60 In terms of sunlight, all the habitable rooms assessed (that face within 90° of South and notwithstanding whether they are living rooms / sun important rooms), where reductions are applicable, adhere to the BRE Guide target criteria in reference to both Annual Probable Sunlight Hours (APSH), particularly the ability to receive 2 hours of Sun on the Ground at the Equinox. In summary, the proposal does not result in any material reductions to sunlight in reference of the BRE Guide to these neighbouring properties.
- 10.61 Overshadowing diagrams have been provided and the submitted data indicates that the rear gardens / amenity area appropriate for review, there are effectively no reductions to the area which has the ability to receive 2 hours or more of sun on the ground at the Equinox; thus meeting the BRE Guide target guidance. This has been scrutinised by Officers who concur with the findings and conclusions. As such, there would be no adverse shadowing resulting from the proposal to the neighbouring amenity areas, in consideration of the BRE Guide 2-hour test at the equinox.

Outlook

- 10.62 Outlook is the visual amenity provided by the immediate surroundings of a (usually residential) property, as experienced from its windows or outdoor spaces – can be affected by the close siting of another building or structure, which – depending on its proximity, size and appearance – can create an oppressive, increased sense of enclosure to the detriment of the amenities of rooms in a neighbouring property, particularly those of single aspect dwellings, or those that already have limited outlook. Outlook does not refer to views of a particular landmark or feature of interest, or long views over land not in the ownership of the viewer.
- 10.63 As the proposal would increase the height of the building by what would effectively be two stories (with the double level additional floor), it is expected that there would be some very limited impacts on outlook. However, any impact is considered to be minor in nature given the size and location of the extensions proposed. Again, it should be noted that there would be a separation gap of 28.8m from the rear elevation of the proposed rear extension and the site boundary with Witherington Road to the south of the application site (images 3 and 4 above illustrate the existing and proposed situations). Whilst it is acknowledged that the separation gap is reduced to these residential properties to the rear (reduced from 36.5m to 28.8m), it is considered that the resultant separation gap, at 28.8m in distance, would provide an acceptable distance between the properties and the built form to ensure that the outlook from the properties to the rear is not adversely affected by the proposals.
- 10.64 The height of the rear boundary treatment would be increased as a result of the introduction of an 850mm planter (on top of the existing rear boundary wall with Witherington Road), however, given this moderate increase in height, it is not considered that there would be any demonstrable harm to the residents to the rear of the site, also accounting for the soft-landscaped nature of the proposed planter, which would soften up the rear wall.

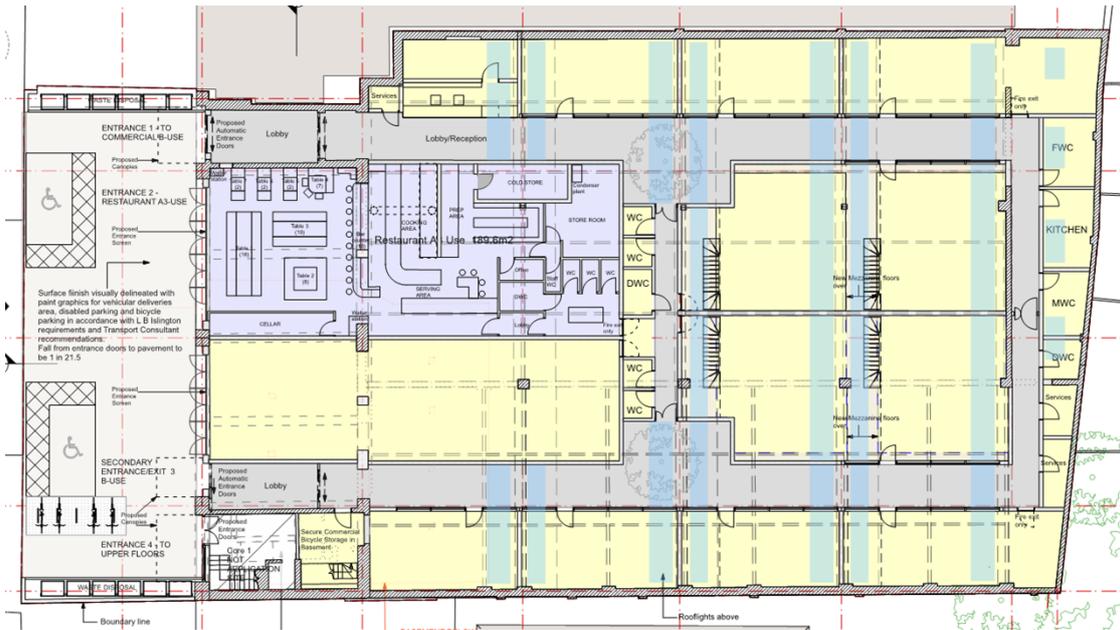


Image 10 - Existing ground floor plan

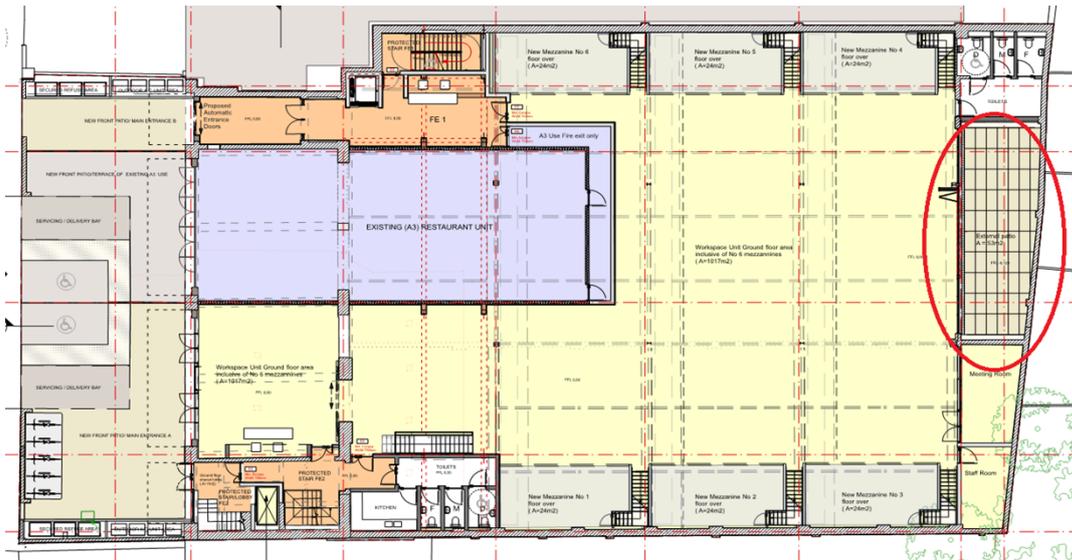


Image 11 – Proposed ground floor plan (the external patio area is highlighted in red)

Privacy

- 10.65 Paragraph 2.14 of Islington’s Development Management Policies states that “to protect privacy for residential development and existing residential properties, there should be a minimum distance of 18m between windows of habitable rooms.
- 10.66 Paragraph 2.3.30 of the Mayor of London’s Housing SPG states that such minimum distances “can still be useful yardsticks for visual privacy.
- 10.67 The proposal would introduce windows (serving the commercial space) on the upper floors, within the rear (south) elevation facing across the rear of the site towards the rear gardens and rear facades of the residential properties to the south (Witherington Road). However, there would be a 28.8m separation gap between the rear facing windows of the development and the rear garden boundaries to Witherington Road. As such, it is not considered that there would be an increase in overlooking or a reduction in privacy to neighbouring residential properties.

Privacy and amenity impact (including noise and disturbance) from the proposed external patio

10.68 The external patio area (measuring 53sqm – refer to Image 11) would be provided at ground level at the rear of the site, just behind the rear site boundary with Witherington Road to the south of the application site. It would be screened by the existing 2.70m high rear wall which would be extended in height by virtue of an 850mm planter on top (Refer to Image 12 below), this would bring the total height of the rear boundary treatment to 3.55m in height as measured from the raised garden level of those properties to the rear, which back onto the site. It is considered that the height of the rear boundary treatment, together with the obscured glazed canopy that is proposed (above the rear patio doors, as indicated on drawing ref. 3086/221/A (Image 12) would ensure that the privacy of those residential buildings to the rear would be safeguarded.

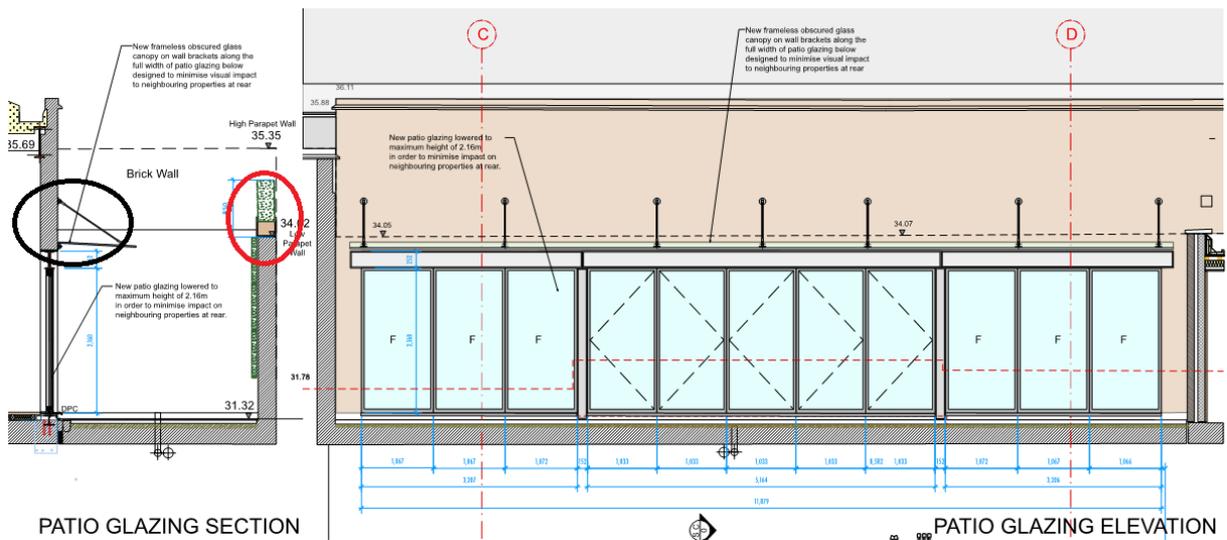


Image 12 – Illustrating the canopy (highlighted in black) and the use of boundary screening (highlighted in red) to safeguard neighboring amenity.

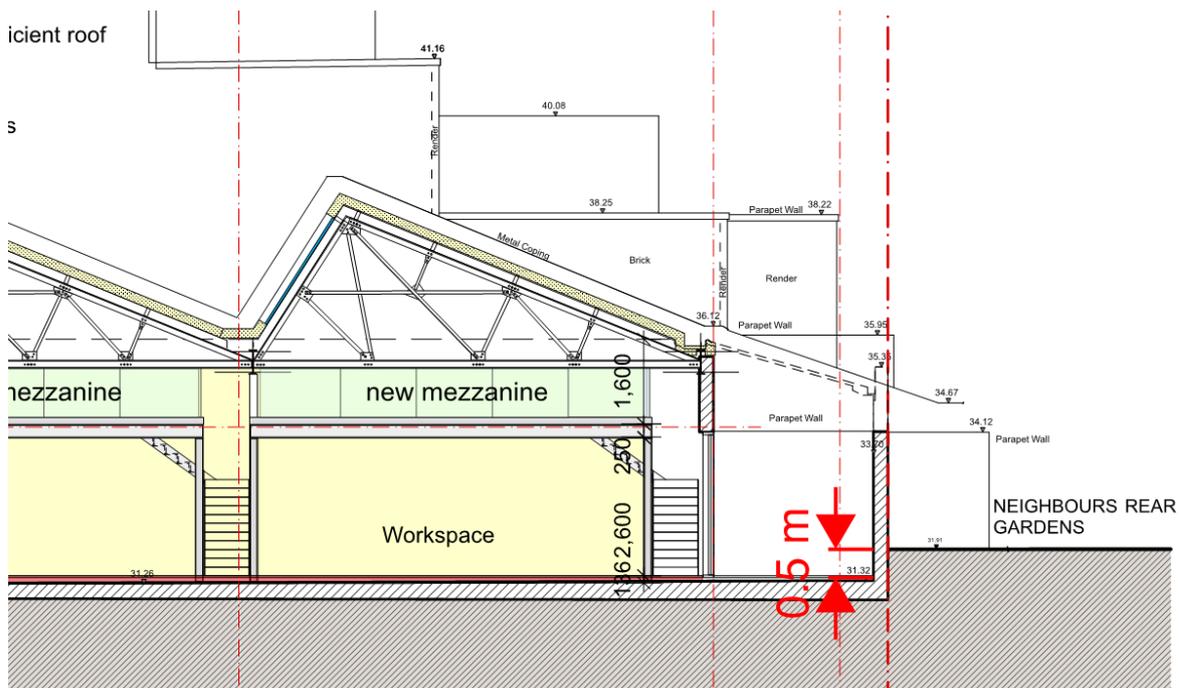


Image 13 – Indicating the difference in site levels with Witherington Road (to the south)

10.69 Image 13 (above) illustrates the difference in the ground levels between the application site, which is set approx. 500mm lower than those gardens immediately to the rear (south) of the site, that front Witherington Road and which back onto the application site. The rear wall

therefore rises 2.7m above the proposed external terrace and 2.2m above rear gardens of properties that front Witherington Road. It is considered that the height of the rear wall between the respective plots, together with proposed planter (which effectively raises the height of the wall by another 800mm) would ensure that the residential properties to the rear would not suffer any harmful loss of privacy or increased overlooking given that the boundary treatment would measure 3.0m in height as measured from the raised levels within Witherington Road (accounting for the step up in height from the application site). Furthermore, the increase in height (above the existing rear boundary treatment) is not considered to be excessive, or result in harm in terms of increased sense of enclosure or loss of outlook owing to the moderate 0.8m increase above that of the existing boundary wall.

- 10.70 With regard to noise and disturbance, the sensitive noise receptors include the residential properties to the rear of the site (Witherington Road), as well as residential flats to the east of the application site on the upper floors at ('Terrace Apartments') Nos. 36-52 Drayton Park. The proposed external patio area would measure 53sqm in area. The patio would be set back by 5.9m from the rear of the Witherington Road (at its closest point) and by 12.1m from the upper flats of the neighbouring property (Terrace Apartments). In terms of mitigation, the applicants have agreed to the use of a planning condition which would prohibit the use of the external patio outside of the following hours (09:00 – 18:00hrs, Monday to Friday only and at no time during the weekends and Bank Holidays) in order to safeguard the amenities of residents from any noise and disturbance issues. Officers consider that the condition would be legitimate and would ensure that those residential occupants surrounding the site would not suffer any harmful increase noise and disturbance, given the proposed B class use of the building and the hours of use of the terrace which would be controlled by the use of Condition 20.
- 10.71 Compliance with the Code of Construction Practice, including a monitoring fee of: **£2,292** and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site is also sought through the s106 agreement.

Other potential impacts

- 10.72 The proposal has been considered by the Council's pollution control team who raised no objection subject to conditions on construction management and noise. As such, in the event of permission being granted, a condition is recommended requiring a Construction Environment Management Plan to be submitted and approved in writing in order to manage the construction impacts of the development.
- 10.73 Given the nature of the proposed use and its previous B2/B8 usage within the residential area, it is not considered that there would be undue impacts on neighbouring amenity in terms of noise and disturbance. However, in the event of permission being granted, a condition requiring details of the plant to be submitted and approved in order to minimise impacts of the plant's operation on neighbouring residential occupiers is recommended (Conditions 9 and 11 apply).
- 10.74 It is noted that residents have raised concerns and objections in relation to the issue of nuisance from prospective users of the external patio area in terms of the impact on health and the enjoyment of their properties from people smoking within that rear part of the site. However, whilst the planning system cannot control smoking, it is not reasonable to refuse the development based on the potential of employees of the site using the terrace for such a purpose. Nevertheless, the use of a planning condition (20) would again ensure that the external patio area would be used solely between 09:00 and 18:00hrs, during office hours to ensure that residents do not suffer any disturbance during the early mornings, evenings or at weekends. The Councils Air Quality Officer has not raised objection to potential impacts from people smoking.

- 10.75 It is considered that the proposal would result not result in unacceptable impacts on neighbouring residential amenity, including with regard to loss of daylight and sunlight, outlook, privacy and an increased sense of enclosure, and would adhere with the provisions of Policy DM2.1 of the Council's Development Management Policies (2013) document.

Sustainability, Energy Efficiency and Renewable Energy

- 10.76 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and standards relevant to sustainability are set out throughout the NPPF.
- 10.77 The Council requires all developments to meet the highest standards of sustainable design and construction and make the fullest contribution to the mitigation of and adaptation to climate change. Developments must demonstrate that they achieve a significant and measurable reduction in carbon dioxide emissions, following the London Plan energy hierarchy. All developments will be expected to demonstrate that energy efficiency has been maximised and that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions.
- 10.78 Islington's Core Strategy policy CS10 (part A) states that all developments should maximise on-site reduction in total (regulated and unregulated) carbon dioxide emissions. The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport, sustainable construction and the enhancement of biodiversity. Development Management
- 10.79 Policy DM7.1 requires development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG.

Carbon dioxide emissions

- 10.80 The London Plan sets out a CO₂ reduction target, for regulated emissions only, of 40% against Building Regulations 2010 and 35% against Building Regulations 2013.
- 10.81 The revised Sustainable Design and Construction Statement (April 2010) (hereafter referred to as the "SCDS") indicates a 44.97% reduction in regulated CO₂ emissions against a Building Regulations 2013 baseline, thereby meeting the London Plan target. Based on the amended Energy Strategy, the council CO₂ reduction target has now been met
- 10.82 Islington Council policy requires onsite total CO₂ reduction targets (regulated and unregulated) against Building Regulations 2010 of 40% where connection to a decentralised energy network is possible, and 30% where not possible. These targets have been adjusted for Building Regulations 2013 to of 39% where connection to a decentralised energy network is possible, and 27% where not possible. The revised SCDS show a 27.33% reduction in total emissions against a Building Regulation 2013 baseline, thereby meeting the requirements of Islington CS10.
- 10.83 With regard to Zero Carbon policy, the council's Environmental Design SPD states "after minimising CO₂ emissions onsite, developments are required to offset all remaining CO₂ emissions (Policy CS10) through a financial contribution". All in this regards means both regulated and unregulated emissions. The Environmental Design SPD states "The calculation of the amount of CO₂ to be offset, and the resulting financial contribution, shall be specified in the submitted Energy Statement.". In order to mitigate against the remaining carbon emissions generated by the development, the revised SCDS includes a correctly calculated Carbon

Offset contribution of £141,313 for the 153.6 tonnes of total CO₂ emissions. This is to be secured by way of a planning obligation.

Sustainability

- 10.84 Council policy DM 7.1 (A) states “Development proposals are required to integrate best practice sustainable design standards (as set out in the *Environmental Design SPD*), during design, construction and operation of the development.” Council policy states “developments are required to demonstrate how the proposed design has maximised incorporation of passive design measures to control heat gain and to deliver passive cooling, following the sequential cooling hierarchy”.
- 10.85 The applicant proposes various sustainability measures, including improved U-values for the external walls, roof, floor windows and solid doors which would all meet the recommendations in Islington’s Environmental Sustainability Design SPD as they are not currently achieving the required CO₂ reduction. Table 15 of the SCDS Rev. F indicates the u-value of solid doors to be 1.0 W/m²K meeting the recommendations of Islington’s Environmental Design SPD. The submitted SCDS also illustrates the methods that the energy hierarchy has been applied to the design. Low energy lighting has been specified. The revised SCDS also includes a commitment to LEDs throughout the development which is welcomed by the council’s energy officer.
- 10.86 The SCDS includes a BREEAM pre-assessment as Appendix B. The development has an overall score of 74% achieving the required ‘Excellent’ rating. The revised Sustainable Design and Construction Statement (April 2019) also proposes the following measures which have been agreed by the Council’s Energy Officer:
- 10.87 The revised SCDS shows that the solar array has been increased to a 238 panels / 74.9 kWp Solar PV array. The development is now meeting Islington carbon targets;
- 10.88 The developer has also submitted a Draft Green Performance Plan. This contains measurable targets for energy consumption, CO₂ emissions and water usage and has an outline for data collection, managing, monitoring and addressing performance.
- 10.89 In summary it is concluded that the proposed development would contribute to the achievement of sustainable development as per the provisions of the NPPF.

Highways and Transportation

- 10.90 Policies relevant to highways and transportation are set out in section 4 of the NPPF and chapter 6 of the London Plan. Islington’s Core Strategy policy CS10 encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use. Detailed transport policies are set out in chapter 8 of Islington’s Development Management Policies.

Existing conditions

- 10.91 The application site has a Public Transport Accessibility Level (PTAL) of 6a. It is within walking distance of Drayton Park mainline train station (175m), and situated 400m south of Holloway Road London Underground station and also within 700m of Highbury & Islington station to the south of the site. There are also multiple bus routes along Holloway Road (A1) to the west. It should also be noted that there are also cycle lanes which are marked out along stretches of the nearby Holloway Road, offering sustainable transport options.
- 10.92 The application site has a dropped kerb which provides access for deliveries and off-street car parking to the existing building, which includes an operational A3 (restaurant) unit. This part of the street is also within Controlled Parking Zone E which restricts parking between 8.30am and

6.30pm and between 8.30am and 1.30pm and is also subject to match-day restrictions between 8.30am and 8.30pm Monday to Friday, between 8.30am and 1.30pm on Saturdays and between 12noon and 4.30pm on Sundays and Bank Holidays.

Trip generation, parking and cycle parking

- 10.93 The applicant's Transport Statement (TS) details the transportation and highways implications of the proposed development. The total person trip rates have been based upon TRICS data considering the characteristics of the site, such as the location, parking provision and PTAL rating. The applicant's consultant has assessed the trip generation for the business floor space and has concluded that there would be a moderate increase in employee car driver movements when compared to the existing situation.
- 10.94 The trip generation calculations estimate that during the traditional peak hour periods, it is considered that the proposed business floor space extension would not generate any material additional vehicle trips in the context of background demand in the surrounding area. The Council's Highways Officer has not disputed these findings and officers conclude that the rates are acceptable and would not overburden the local highways network.
- 10.95 Given the anticipated trip rates, which are not considered to be excessive and the high PTAL level, with a wide range of sustainable transport options, it is considered that the proposal would adhere with the provisions of planning policy including that of Core Strategy policy CS10 which encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use.
- 10.96 Policy DM8.4 relating to Walking and cycling (part c) is relevant and states that:
- 'Major developments, minor developments creating new residential and/or commercial units, and extensions of 100m² or greater, are required to provide cycle parking in accordance with the minimum standards set out in Appendix 6. Cycle parking is required to be designed to best practice standards and shall be secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible. Cycle parking shall include an adequate element of parking suitable for accessible bicycles and tricycles. Residential cycle parking is required to include provision for cycle parking for family use'*
- 10.97 Appendix 6 sets out that 1 space per 80sqm of B1a floor space should be provided (area relates to Gross Internal Area for the purpose of calculations). As such, the Council's (B1a) office cycle parking standard requires 41 spaces, covering both employees and visitors for the development proposal in this case. The current proposal presents a similar solution to the consented application (Ref. P2016/4194/FUL). The proposal would retain two disabled car parking bays and a total of 10 external cycle parking spaces within the front forecourt area. At basement level, provision is made for up to 54 cycle spaces to be parked using a Josta stands system. The quantum of cycle provision (64 spaces) would therefore exceed the London Plan and Local Plan requirements and is considered to be acceptable on this basis. Further details would be required by Condition 7.

Delivery and servicing and other highways considerations

- 10.98 Servicing, including deliveries by large vehicles and refuse collection would be undertaken on-street from the length of single yellow lines which are present along the site (Drayton Park) frontage. It is noted that delivery vehicles servicing the site at present currently stop at this location. In addition to this, two spaces on-site are available for small vans to utilise requiring a reverse movement. Servicing and delivery would be managed by a Delivery and Servicing Management Plan and further details will be required by Condition 10.
- 10.99 In terms of waste and recycling, as existing two refuse stores are located within the forecourt of the site, located towards the eastern and western boundaries. The proposal would result in an

upgrade to these facilities at the site frontage and would again be similar to that arrangement previously approved under P2016/4194/FUL. The applicants have confirmed that private commercial refuse collection is used to remove residual waste, food waste and recycling from the site and that refuse collection vehicles will utilise the single yellow line road markings that are located immediately in front of the site along Drayton Park.

- 10.100 Finally, any works to the highway necessary including reinstatement of footways would be secured by section 278 agreement with the costs covered by the developer, and the submission and agreement of a Travel Plan would be required as a planning obligation through the legal agreement. In conclusion, the highways and transportation impacts are considered acceptable and in accordance with relevant planning policy.

S106 / Community Infrastructure Levy and Legal Matters

Community Infrastructure Levy

- 10.101 Part 11 of the Community Infrastructure Levy (CIL) Regulations 2010 introduced the requirement that planning obligations under Section 106 must meet 3 statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) would be chargeable on the proposed development on grant of planning permission. This is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2019 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.
- 10.102 A Section 106 agreement including relevant Heads of Terms would be necessary in order to mitigate the impacts of the proposed development (please refer to Appendix 1).

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The benefits of the proposed development should be noted. These include the replacement of the existing floor space which has been long-standing vacant with a higher quality, more accessible and more flexible employment space. The increase in floorspace suitable for light industrial use as well as the refurbishment of the existing building are also supported. The proposal is considered to be a sustainable form of development that would contribute towards a borough-wide reduction in carbon emissions.
- 11.2 It must be noted that the statutory starting point in the council's assessment of planning applications is to assess them against all relevant Development Plan policies and other material considerations, then to determine them in accordance with the plan as a whole unless material considerations indicate otherwise. In this case, the benefits of the proposed development have been given due consideration.
- 11.3 In conclusion, given the proposed development's adequate level of compliance with planning policies (including those of the NPPF and the London Plan), it is recommended that planning permission be granted.

Conclusion

- 11.4 It is recommended that planning permission be granted subject to the use of planning conditions and S106 legal agreement to secure the Heads of Terms as set out in **Appendix 1 – RECOMMENDATIONS**.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service:

- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation, during the construction phase of the development, of the following number of work placements: 3. Each placement must last a minimum of 26 weeks. The London Borough of Islington's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. Within the construction sector there is excellent best practise of providing an incremental wage increase as the operative gains experience and improves productivity. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage (£9.75 as at 01/04/17). If these placements are not provided, LBI will request a fee of: **£15,000**.
- Compliance with the Code of Local Procurement.
- Submission of a Green Performance Plan.
- Compliance with the Code of Construction Practice, including a monitoring fee of: **£2,292** and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- The provision of an additional number of accessible parking bays: 1 space per 33 employees (net increase in 200 in this case) = 6 spaces or a contribution towards bays or other accessible transport initiatives of: £2,000 per space = **£12,000**.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). Total amount: **£141,313**.
- Submission of a draft framework Travel Plan with the planning application, of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106.

RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following:

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of 3 years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>

2	Approved plans and documents list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>Existing / Proposed Drawings and supporting documents:</p> <p>3086/064 Rev A; PA3086/065A Rev A; PA3086/066A Rev A; PA3086/067A Rev A; PA3086/068A Rev A; PA3086/069A Rev A; PA3086/070A Rev A; PA3086/071A Rev A; PA3086/072A Rev A; PA3086/073A Rev A; PA3086/074A Rev A; PA3086/075B Rev B; PA3086/076B Rev B; PA3086/077B Rev B; PA3086/078B Rev B; PA3086/079B Rev B; PA3086/080B Rev B; PA3086/082B Rev B; PA3086/083A Rev A; PA3086/084A Rev A; PA3086/085A Rev A; PA3086/086B Rev B; PA3086/087B Rev B; PA3086/081A Rev A; A 25/04/19; Aerial Perspectives; 3086/221/A Rev A (Overlooking Prevention Strategy Section Diagram); 3086/220/A Rev A (Proposed Rear Patio Glazing Layout); PA3086/100 Rev A (Site Photos Location Key Plan); PA3086/101 Rev A (Site Photos); PA3086/102 Rev A (Site Photos 2); DRP/3086 Rev C (Design & Access Statement, prepared by Volume 3); 18-4680 Rev F (Sustainable Design and Construction Statement prepared by Syntegra); 18-4680 Rev A (Sustainable Design and Construction Statement – Council comments by Syntegra (May 2019)); 18-4680 Rev C (Climate Change Adaptation – SUDS Strategy); 18-4680 Rev C (August 2019) (Climate Change Adaptation - Overheating Analysis); 18-4680 Rev B (Green Performance Plan Report); Transport Statement prepared by Caneparo Associates dated January 2019 with Addendum Transport Note (August 2019); Construction Management Plan prepared by Drayton Park Property Company Ltd; Site Waste Management Plan prepared by XCO2 (January 2019 02); Contaminated Land Assessment (Ref:bfm.006.GD.22140002 dated 10.03.16); Daylight and Sunlight Assessment prepared by Shroeders Begg (Ref. Ref 2005/B Rev 01); Noise Impact Assessment prepared by ACA Acoustics (Ref. 181011-R001A); Odour/Ventilation Extraction Statement prepared by Mecserve (Ref. P19-014 Issue 4); DEN connection marked up plans (unnumbered) and Existing and Proposed Runoff Rates prepared by Syntegra Group (unnumbered).</p> <p>REASON: For the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and samples (Details)
	<p>CONDITION: Details of facing materials including samples shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) brickwork b) cladding (inclusive of the powder-coated metal clad canopies) c) concrete panels; d) windows, doors and balustrades; e) roofing materials, and; f) any other materials to be used on the exterior of the development. <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard in accordance with policies 5.3, 7.4, 7.5, 7.6, 7.8 and 7.9 of the London Plan 2016, policies CS9 and CS10 of Islington’s Core Strategy 2011, and policies DM2.1, DM2.3 and DM7.4 of Islington’s Development Management Policies 2013.</p>

<p>4</p>	<p>Roof-level structures (Details)</p> <p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing on site. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding streetscene or the character and appearance of the area in accordance with policies 3.5, 7.4 and 7.6 of the London Plan 2016, policy CS9 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013</p>
<p>5</p>	<p>External pipes, cables and CCTV (Compliance and Details)</p> <p>CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the buildings hereby approved.</p> <p>Should additional cables, pipes be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.</p> <p>Notwithstanding the drawings hereby approved, no CCTV cameras or related equipment and installations are hereby approved.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard, and to ensure that the development is in accordance with policies 3.5, 7.4 and 7.6 of the London Plan 2016, policy CS9 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013.</p>
<p>7</p>	<p>Cycle parking (Details and Compliance)</p> <p>CONDITION: Notwithstanding the plans hereby approved, details of bicycle storage areas, which shall be secure and provide for no less than 60 bicycle spaces shall be submitted and approved in writing by the Local Planning Authority.</p> <p>The approved cycle storage shall be provided prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate and suitable bicycle parking is available and easily accessible on site and to promote sustainable modes of transport in accordance with policy 6.9 of the London Plan 2016, policy CS10 of Islington's Core Strategy 2011, and policy DM8.4 of Islington's Development Management Policies 2013.</p>
<p>8</p>	<p>Energy/carbon dioxide reduction (Compliance)</p> <p>CONDITION: The development hereby permitted shall be constructed to achieve a 27.33% reduction in total CO2 emissions, compared to compliance with the Building Regulations 2013.</p> <p>A post fit-out Energy and Sustainability Statement shall be submitted to and approved in</p>

	<p>writing by the Local Planning Authority prior to first occupation to demonstrate compliance with the above, and in accordance with the developers proposed energy review post completion. The building shall be maintained as such thereafter in perpetuity.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
9	Construction Environmental Management Plan
	<p>CONDITION: Notwithstanding the details submitted with the application, a Construction and Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.</p> <p>The CEMP shall include details and arrangements regarding:</p> <ul style="list-style-type: none"> a) The notification of neighbours with regard to specific works; b) Advance notification of any access way, pavement, or road closures; c) Details regarding parking, deliveries and storage including details of the routing, loading, off-loading, parking and turning of delivery and construction vehicles and the accommodation of all site operatives', visitors' and construction vehicles during the construction period; d) Details regarding the planned demolition and construction vehicle routes and access to the site; e) Details regarding dust mitigation and measures to prevent the deposit of mud and debris on the public highway. No vehicles shall leave the site until their wheels, chassis and external bodywork have been effectively cleaned and washed free of earth, mud, clay, gravel, stones or any other similar substance; f) Details of waste storage within the site to prevent debris on the surrounding estate and the highway and a scheme for recycling/disposing of waste resulting from demolition and construction works; g) The proposed hours and days of work (with reference to the limitations of noisy work which shall not take place outside the hours of 08.00-18.00 Monday to Friday, 08.00-13.00 on Saturdays, and none on Sundays or Bank Holidays.) h) Details of any proposed external illumination and/or floodlighting during construction, including positions and hours of lighting; i) Details of measures taken to prevent noise disturbance to surrounding residents; j) Information on access and security measures proposed to prevent security breaches at the existing entrances to the site, to prevent danger or harm to the neighbouring residents, and to avoid harm to neighbour amenity caused by site workers at the entrances to the site; k) Details addressing environmental and amenity impacts (including (but not limited to) noise, air quality, smoke and odour, vibration and TV reception) l) Details as to how safe and convenient vehicle access will be maintained for all existing vehicle traffic using Drayton Park at all times, including emergency service vehicles; m) Details of any construction compound including the siting of any temporary site office, toilets, skips or any other structure; and n) Details of any further measures taken to limit and mitigate the impact of construction upon the operation of the highway and the amenity of the area. o) Details of measures taken to minimise the impacts of the construction process on air quality, including NRMM registration. <p>The report shall assess the impacts during the preparation/demolition, excavation and construction phases of the development on the surrounding roads, together with means of mitigating any identified impacts. The report shall also identify other local developments and highways works, and demonstrate how vehicle movements would be planned to avoid clashes and/or highway obstruction on the surrounding roads.</p>

	<p>The demolition and development shall thereafter be carried out in accordance with the approved details and measures. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure the safe and efficient operation of the highway network, local residential amenity and to mitigate the impacts of the development.</p>
10	Delivery and Servicing Management Plan and Waste Management Plan (Details)
	<p>CONDITION: A Delivery and Servicing Management Plan (DSMP), including a Waste Management Plan (WSP), shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The DSMP shall include details of all servicing and delivery requirements, including details of how waste (including recyclable waste) would be transferred and collected, and shall confirm the timings of all deliveries and collections from service vehicles.</p> <p>The development shall be carried out strictly in accordance with the DSMP so approved.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development in accordance with policies 5.16, 6.3 and 6.14 of the London Plan 2016, policy CS11 of Islington's Core Strategy 2011, and policies DM2.1 and DM8.6 of Islington's Development Management Policies 2013.</p>
11	Plant noise (Compliance and Details)
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level Laeq Tr arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014</p> <p>A report to demonstrate compliance with the above requirements and prepared by an appropriately experienced and qualified professional shall be submitted to and approved by the Local Planning Authority prior to occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the scheme and report so approved prior to first occupation, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations in accordance with policy in accordance with policy 7.15 of the London Plan 2016, policy CS12 of Islington's Core Strategy 2011, and policy DM2.1 of Islington's Development Management Policies 2013.</p>
12	Lifts (Compliance)
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site</p>
13	Sustainable Urban Drainage (Details)
	<p>CONDITION: Prior to any works commencing on site a drainage strategy including full justification for any non-compliance with the requirements of Development Management Policy DM6.6 and London Plan Policy 5.13, and confirmation that best endeavours have been made to comply with these policies, shall be submitted to and approved in writing by</p>

	<p>the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the drainage strategy so approved, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development achieves appropriate surface water run-off rates in accordance with policy 5.13 of the London Plan 2016 and policy DM6.6 of Islington's Development Management Policies 2013.</p>
14	BREEAM
	<p>CONDITION: All business floorspace within the development hereby approved shall achieve the most relevant and recent BREEAM (2018) rating of no less than "Excellent".</p> <p>REASON: In the interests of sustainable development and addressing climate change in accordance with policies 5.2 and 5.3 of the London Plan 2016, Policy CS10 of Islington's Core Strategy 2011 and policy DM7.4 of Islington's Development Management Policies 2013.</p>
15	Refuse / Recycling
	<p>CONDITION: The dedicated refuse/recycling stores, which shall incorporate facilities for the recycling of compostable waste hereby approved shall be provided prior to first occupation of the development hereby approved and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure the necessary physical waste storage to support the development is provided in accordance with policy 5.16 of the London Plan 2016, policy CS11 of Islington's Core Strategy 2011 and policy DM2.1 of Islington's Development Management Policies 2013.</p>
16	Solar PVs
	<p>CONDITION: The proposed Solar Photovoltaic Panels shown on the approved plans, which includes 238 panels / 74.9 kWp Solar PV array, shall be installed and operational prior to the first occupation of the development. Should there be any changes to the proposed solar panels, then details showing the revised arrangement providing at least the same amount of output shall be submitted and approved by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> - Location; - Output of panels - Area of panels; and - Design (including elevation plans). <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
17	Lighting Plan
	<p>CONDITION: Full details of the lighting across the site shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the relevant phase of the development hereby approved.</p>

	<p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on amenity will be minimised. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
18	Landscaping
	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:</p> <ol style="list-style-type: none"> a) existing and proposed underground services and their relationship to both hard and soft landscaping; b) soft plantings: including trees, grass and turf areas, shrub and herbaceous areas; c) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges; d) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; e) biodiversity value of the proposed landscaping; f) inclusive design principles adopted in the landscaped features; g) phasing of landscaping and planting; h) bird and bat boxes; and i) any other landscaping feature(s) forming part of the scheme. <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase.</p> <p>The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, playspace and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
19	Secured by Design
	<p>CONDITION: Prior to occupation of the development hereby approved, details of how the development achieves Secured by Design (2015 commercial guide) accreditation shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
20	Hours of use of the external rear patio area (Compliance)
	<p>The rear external patio area hereby approved, as indicated on drawing number: PA3086/076B shall not operate outside the hours of:</p>

	<p>09:00-18:00 (Monday to Friday) and not at all during weekends and public holidays.</p> <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity, in accordance with policy DM2.1 of Islington's Development Management Policies 2013.</p>
21	<p>Restriction on flats roof(s) as amenity space (compliance)</p> <p>CONDITION: The flat roof areas (to the main building fronting Drayton Park) as indicated on the drawings hereby approved shall not be used as an amenity or sitting out space of any kind whatsoever and shall not be used other than for essential maintenance or repair, or escape in case of emergency.</p> <p>REASON: To prevent the undue overlooking of neighbouring habitable room windows.</p>
22	<p>Lighting mitigation measures</p> <p>CONDITION: Notwithstanding the details submitted, automated blinds/shutters shall be installed to the windows on the south elevation (with Witherington Road) and they shall remain shut between the hours of 8pm and 7am the following day during all days of the week. The light mitigation measures shall be implemented and permanently maintained thereafter.</p> <p>REASON: In the interests of good design, security and protecting neighbouring and future residential amenity and future habitats from undue light-spill.</p>
23	<p>Details of all ventilation systems, flues, plant etc</p> <p>CONDITION: Notwithstanding the hereby approved plans further details of all ventilation systems, flues, plant etc. and details of all such elements shall be submitted to and approved in writing by the Local Planning Authority. The details shall be provided to the Local Planning Authority within three months of the date of this decision.</p> <p>REASON: In order to protect residential amenity.</p>
24	<p>Rear wall planter (and maintenance of plants and irrigation details)</p> <p>Details of materials and plant types, maintenance (including irrigation) of the planter atop the rear boundary wall to the external terrace area shall be submitted to and approved in writing by the Local Planning Authority prior to the external terrace area being brought into use. There after the planter and plants shall be maintained in accordance with the approved details for the life of the development.</p> <p>REASON: To protect the amenity of neighbouring occupiers.</p>

List of Informatives:

1	<p>Community Infrastructure Levy (CIL) (Granting Consent)</p> <p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington's Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the council at cil@islington.gov.uk. The council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <p>Pre-Commencement Conditions</p>
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	These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these unidentified pre-commencement conditions have been discharged.
2	Sustainable Sourcing of Materials
	Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
3	Means of Escape
	You are advised that during building works a temporary means of escape must be provided to any surrounding buildings which have an existing means of escape accessed via the application site.
4	Building Control
	The Building Acts and Building Regulations: To ensure compliance with the Building Acts and Building Regulations, you should contact the Building Control Service regarding the development and any intended works. T: 020 7527 5999 E: building.control@islington.gov.uk
5	The Party Wall Act
	The applicant is advised to comply with the relevant sections of the Party Wall (etc) Act 1996 (as amended) in regards to the proposal, namely in relation to the alteration and building up onto side boundary walls, and the excavation of a single storey basement to the existing side boundary walls.
6	Other Legislation
	You are advised of the need to comply with other legislation outside the realms of planning, namely building regulations and environmental health regulations.
7	Other Operations
	Nuisance from Construction Work: Nuisance from demolition and construction works is subject to control under the Control of Pollution Act. The normal approved noisy working hours are: " 08:00 to 18:00 Monday to Friday " 08:00 to 13:00 Saturday " No work on Sundays and Public Holidays If you anticipate any difficulty in carrying out construction works other than within normal working hours (above) and by means that would minimise disturbance to adjoining properties then you should contact the Pollution Project Team. T: 020 7527 7272 E: pollution@islington.gov.uk
10	Non-Road Mobile Machinery
	INFORMATIVE: An inventory of all NRMM must be registered on the NRMM register https://nrmm.london/user-nrmm/register . All NRMM should meet as minimum the Stage IIIA emission criteria of Directive 97/68/EC and its subsequent amendments unless it can be demonstrated that Stage IIIA equipment is not available. All NRMM shall meet Stage IIIB from 1st September 2020. All NRMM should be regularly serviced and service logs kept on site for inspection. Records should be kept on site which details proof of emission limits for all equipment. Relevant details should be provided in the CEMP required by condition 11.

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 2019 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.

Since March 2014 Planning Practice Guidance for England has been published online.

2 Development Plan

The Development Plan comprises London Plan 2016, Islington's Core Strategy 2011 and Islington's Development Management Policies 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 – Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.9 Inner London

3 London's people

Policy 3.1 Ensuring equal life chances for all
Policy 3.2 Improving health and addressing health inequalities

4 London's economy

Policy 4.1 Developing London's economy
Policy 4.2 Offices
Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation
Policy 5.2 Minimising carbon dioxide emissions
Policy 5.3 Sustainable design and construction
Policy 5.7 Renewable energy

Policy 5.11 Green roofs and development site environs

6 London's transport

Policy 6.1 Strategic approach
Policy 6.3 Assessing effects of development on transport capacity
Policy 6.9 Cycling
Policy 6.10 Walking
Policy 6.11 Smoothing traffic flow and tackling congestion

7 London's living places and spaces

Policy 7.1 Lifetime neighbourhoods
Policy 7.2 An inclusive environment
Policy 7.4 Local character
Policy 7.6 Architecture
Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

8 Implementation, monitoring and review

Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS6 (King’s Cross Policy CS8
(Enhancing Islington’s Character)

Policy CS10 (Sustainable Design)
Policy CS11 (Waste)
Policy CS13 (Employment Spaces)

Strategic Policies

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

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

C) Islington’s Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design

Employment

DM5.1 New business floor space

Health and open space

DM6.1 Healthy development

Energy and Environmental Standards

DM7.1 Sustainable design and
construction statements
DM7.4 Sustainable design standards

Transport

DM8.1 Movement hierarchy
DM8.2 Managing transport impacts
DM8.3 Public transport
DM8.4 Walking and cycling
DM8.6 Delivery and servicing for new
developments

Infrastructure

DM9.1 Infrastructure
DM9.2 Planning obligations
DM9.3 Implementation

3 Designations

The site has the following designations under the London Plan 2016, Islington’s Core Strategy 2011, Islington’s Development Management Policies 2013 and the Finsbury Local Plan 2013:

Islington Local Plan

The site is subject to a “flexible uses” Article 4 Direction Permitted development rights are removed for A1 (shops), B) and D1 (community uses) to change use to a temporary ‘flexible uses’ (use classes A1, A2, A3 or B1).

4 Supplementary Planning Guidance (SPG) / Documents (SPD)

The following SPGs and SPDs are relevant:

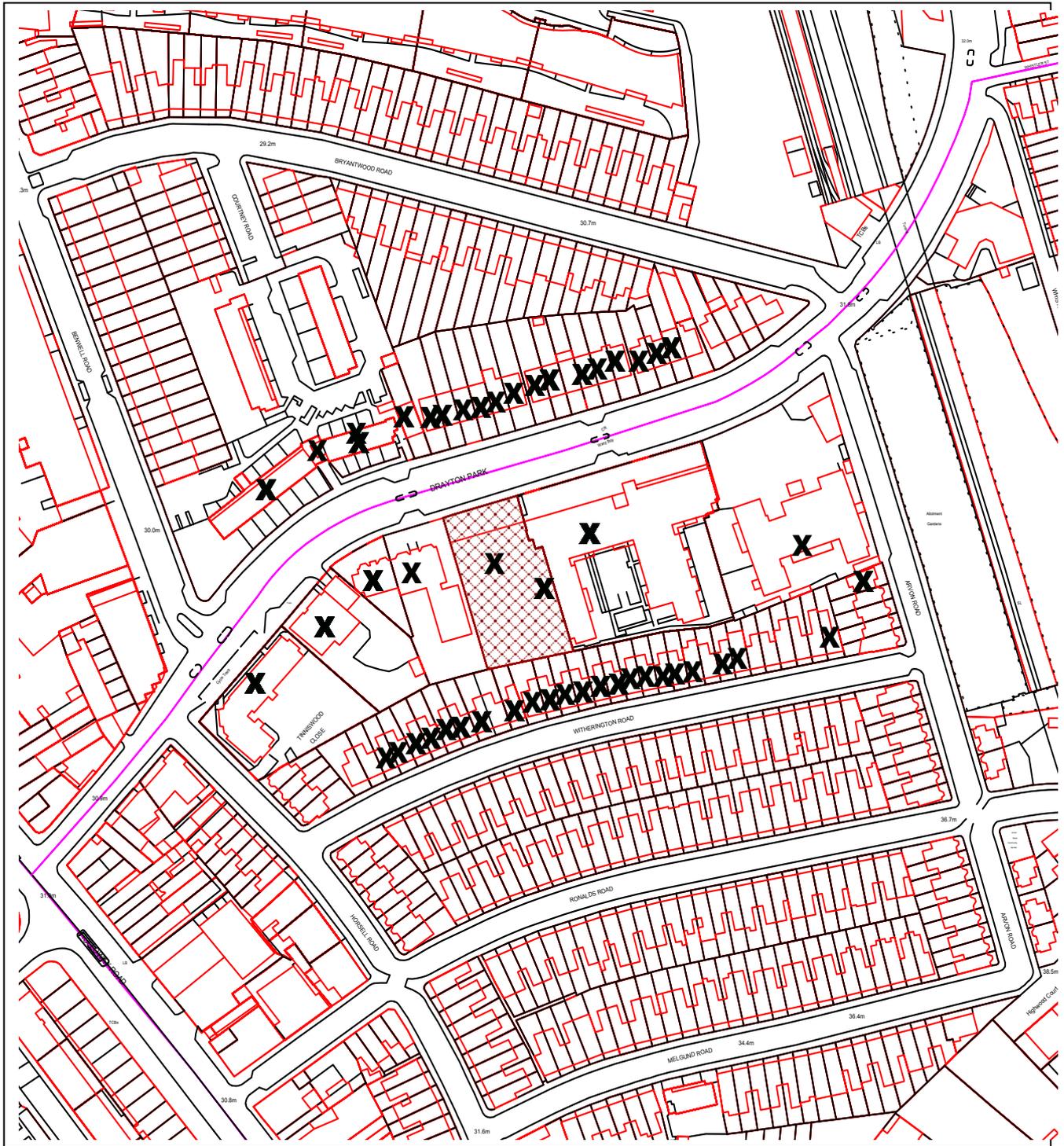
Islington Local Plan

- Environmental Design SPD
- Inclusive Design in Islington SPD
- Urban Design Guide SPD

London Plan

- Accessible London: Achieving an Inclusive Environment SPG
- Planning for Equality and Diversity in London SPG
- Shaping Neighbourhoods – Character and Context SPG
- Sustainable Design and Construction SPG

Islington SE GIS Print Template



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PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 Islington Town Hall
 LONDON N1 2UD

PLANNING COMMITTEE		AGENDA ITEM NO:	B2
Date:	9 th September 2019	NON-EXEMPT	

Application number	P2019/2022/AOD
Application type	Approval of Details
Ward	Highbury West
Listed building	No
Conservation area	No
Development Plan Context	Queensland Road: Site Allocation HC5, Highbury Corner & Holloway Road Key Area; Hornsey Road: Local Flood Risk Zone; Sobell Centre: Nags Head & Upper Holloway Road Key Area, Local Flood Risk Zone; Hornsey Street: Protected Vista – Alexandra Palace to St Paul’s Cathedral
Licensing Implications	None
Site Address	Emirates Stadium, 75 Drayton Park, London, N5 1BU, (Coach Parking Locations: Queensland Road, Hornsey Road, Sobell Centre, Hornsey Street, Finsbury Park)

Proposal	<p>Approval of details pursuant to condition AG16 (Arsenal event day coach parking locations) of planning permission ref: P061170.</p> <p>Condition AG16 of planning permission ref: P061170 states:</p> <p>'That during any major event, at least 40 coach parking spaces shall be made available for use within the stadium or at another location(s) outside the stadium previously agreed by the Council'</p> <p>The proposed parking locations in order of priority:</p> <p>Queensland Road (18 spaces) Hornsey Road (13 spaces) Sobell Centre (12 spaces) Hornsey Street (11 spaces not to be used more than twice per season) Finsbury Park (90+ spaces only used in exceptional circumstances)</p> <p>The applicant is seeking a permanent permission following approval of details application P2015/1142/AOD for the previously consented locations above.</p>
Case Officer	Jake Shiels
Applicant	C/O Agent
Agent	Hgh Consulting

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** permission for the approval of details on a permanent basis:

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

1.1 SITE PLAN – showing proposed coach parking locations (outlined)



1.2 PHOTOS OF SITE/STREET



QUEENSLAND ROAD (1ST PRIORITY)



HORNSEY ROAD (2ND PRIORITY)



SOBELL CENTRE (3RD PRIORITY)



HORNSEY STREET (4TH PRIORITY)

SUMMARY

2. It is considered that, subject to the associated amenity and highways impacts being appropriately mitigated by the control measures set out in the Local Area Management Plan, the proposed coach parking arrangements, with locations set out in the order of priority as proposed, represent the best available option, which would present the least harmful and most practical solution to the on-going issue of managing match day coach parking requirements going forward.

2.1 As such approval is recommended.

3. SITE AND SURROUNDING

- 3.1 The proposed off-site coach parking locations for match days are as follows (in order of priority):

Queensland Road (1st Priority)

3.2 Queensland Road is a cul-de-sac located directly adjacent to the south of the Emirates Stadium, accessed from the east side of Benwell Road.

3.3 Queensland Road has recently been redeveloped as part of the wider Arsenal regeneration programme. Running along the south side of the road is a 6 storey residential development which is completed. Along the north side of the road is a predominantly residential (mixed-use) development that ranges from 10 to 15 storeys in height.

3.4 Queensland Road has been used as the first priority location for coach parking for all 14 football seasons since the Emirates Stadium opened in 2006.

3.5 The carriageway on Queensland Road has been specifically designed (as part of the redevelopment) to accommodate the parking of up to 18 coaches, utilising both sides of the carriageway (8 coaches along the north side and 10 coaches along the south side of the carriageway), while maintaining the necessary emergency vehicle access to the Stadium and all parts of the Queensland Road development. It also provides the shortest and most direct route for away supporters (arriving on coaches) into and out of the Stadium turnstile entrances.

Hornsey Road (2nd Priority)

3.6 Hornsey Road (A103) runs north from Holloway Road (A1), passing adjacent to the west side of the Emirates Stadium. This application relates to the section of Hornsey Road situated to the northwest of the Emirates Stadium, located between the railway bridge and the junction with Tollington Road (A503). The carriageway on this section of Hornsey Road is 11m wide.

3.7 This section of Hornsey Road is subject to match day road closure and parking restrictions that allow safe spectator movement in the carriageway prior to and immediately following matches.

3.8 The southern half of this section of Hornsey Road provides matchday coach parking. The coach parking area would extend from the railway bridge northwards to the position level with the property at 77 Hornsey Road. If coaches were parked in single

file, along the east side of the carriageway, there would be capacity to park up to 9 coaches on match days. If 4 coaches were parked double stacked, in two parallel lines, at the southern end of the coach parking area, there would be capacity to park up to 13 coaches on match days.

- 3.9 Directly adjacent to the east of the coach parking area are public landscaped areas, a parade of commercial properties, and a vacant site that has been cleared ready for redevelopment. Adjacent to the northeast of the proposed coach parking area are low rise and high rise residential blocks within the Harvist Estate.
- 3.10 Adjacent to the west of the coach parking area are three storey terraces, fronting Hornsey Road, which comprise a mix of commercial and residential uses at ground floor level, with residential accommodation on the upper floors.

Sobell Centre (3rd Priority)

- 3.11 The Sobell Centre is a council owned leisure facility, located approximately 500m to the northwest of the Emirates Stadium, at the northeast corner of the junction of Hornsey Road (A103) and Tollington Road (A503). The Sobell Centre comprises a large indoor sports complex across the centre of the site, with two recently constructed astro-turf football pitches to the southwest corner of the site. There is a large car park across the north side of the site and a smaller car park, providing disabled and staff parking, to the southern side of the site.
- 3.12 The centre provides facilities for a multitude of sports and activities including: badminton, gym, group exercise classes, climbing, small sided football, ice skating, and squash. The main entrance to the building is on the south side, where there is a separate car park for blue badge holders. The Sobell Centre has been used for the parking of up to 12 (and previously up to 18) coaches on match days for previous football seasons. It is proposed to use the east side of the main car park to park up to a maximum of 12 coaches on match days. This would represent a continuation of the existing approved coach parking arrangement for the 2019/20 football season.

Hornsey Street (4th Priority)

- 3.13 Hornsey Street is a cul-de-sac, with a 7.5m wide carriageway, located to the southwest of Holloway Road (A1). At the southwest end of the road is a mini-roundabout, which provides vehicular access to the Islington Waste Recycling Centre (WRC). Hornsey Street is located approximately 500m to the southwest of the Emirates Stadium and is outside the match day traffic restriction zone. The northwest side of Hornsey Street has previously been used for the parking of up to 13 coaches as the third/fourth priority location. It is proposed to use the northwest side of Hornsey Street to park up to a maximum of 11 coaches on match days. This would represent a continuation of the existing approved coach parking arrangement for the 2019/20 football season.
- 3.14 Large scale development on either side of Hornsey Street forms part of the wider Arsenal regeneration programme. The buildings on Hornsey Street range up to 12 storeys in height, and comprise commercial uses at ground floor level with residential units on the upper floors.

Finsbury Park (5th Priority - Exceptional Circumstances Only)

- 3.15 Finsbury Park is a large public open space, which provides facilities for a wide variety of formal and informal sports and leisure activities. Finsbury Park has been

used to provide coach parking in exceptional circumstances for the 9 previous football seasons.

- 3.16 Finsbury Park is located just outside the borough within the London Borough of Haringey. Haringey Council has confirmed in writing to Arsenal Football Club (AFC) that it will continue to permit the use of Finsbury Park for coach parking in exceptional circumstances for the 2019/20 season and beyond.

4. PROPOSAL (IN DETAIL)

- 4.1 Arsenal Football Club (AFC) is seeking to secure a permanent permission for matchday coach parking locations for the 2019/20 football season and beyond, as required by condition AG16 attached to the Emirates Stadium planning permission (ref: P061170). Condition AG16 reads as follows:

“That during any major event, at least 40 coach parking spaces shall be made available within the stadium or at other location(s) outside the stadium previously agreed by Council.”

- 4.2 Since the opening of the Emirates Stadium in 2006, AFC have operated match day coach parking under four temporary permissions. AFC are now seeking to secure a permanent permission for the designated coach parking locations as proposed under this application.

- 4.3 The proposed coach parking locations are set out below in order of priority of use:

- Queensland Road – Up to 18 coach parking spaces distributed on both the north and south sides of the carriageway;
- Hornsey Road – Up to 9 coach parking spaces along the east side of the carriageway, or up to 13 coach parking spaces if 4 coaches are parked double stacked;
- Sobell Centre – Up to 12 coach parking spaces within the east side of the main north car park;
- Hornsey Street – Up to 11 coach parking spaces on the north side of the carriageway (only to be used for a maximum of 2 occasions during any one season, unless further required by the Metropolitan Police Service);
- Finsbury Park – 90+ coach parking spaces along the kerbside of the park’s internal roads (only to be used in exceptional circumstances).

- 4.4 The applicant is seeking a permanent permission under a new application following approval of details application P2015/1142/AOD for the previously consented locations above.

- 4.5 In terms of the order in which the proposed parking locations would be used, this would be in line with the previous arrangements under application P2015/1142/AOD. Coaches would first be directed to Queensland Road until it reaches its 18 coach capacity, at which point any additional coaches would then be directed to Hornsey Road. The Sobell Centre would then be used if Hornsey Road has reached its capacity of 9 coaches / 13 coaches (if parked double stacked). If the 12 available spaces at the Sobell Centre are taken and further capacity is required, then Hornsey Street would be used to accommodate up to another 11 coaches, with Finsbury Park providing further additional capacity for use in exceptional circumstances.

- 4.6 However, notwithstanding the above stated order of priority, the order in which the coach parking locations are used on any particular match day, may on occasion be

subject to alterations at the discretion of the Metropolitan Police Service (MPS) Match Day Commander (in consultation with the council), as deemed necessary for the maintenance of public safety and security reasons.

- 4.7 In order to facilitate the coordinated management of spectator coach arrivals, AFC, in conjunction with the MPS, operate a spectator coach booking system for all groups intending to travel to the Emirates Stadium by coach on a match day. Coach operators are required to register (providing details of the number of passengers and the likely time of arrival) with AFC, at least a week prior to the relevant game, in order to reserve an allocated coach parking space at one of the designated sites. Coaches are required to arrive between two to four hours prior to the scheduled start of the match. Coaches that arrive late or without pre-booking, will normally be turned away. However, this is at the discretion of the MPS Match Day Commander who, in exceptional circumstances, will allow late arriving or unregistered coaches to park in one of the designated coach parking locations, when it is deemed to be in the interests of spectator and public safety to do so.
- 4.8 The previous permissions for coach parking have all been temporary. AFC are seeking a permanent permission for the coach parking locations.

5. RELEVANT HISTORY:

- 5.1 In May 2002 planning permission (**ref: P011500**) was granted for AFC to erect a new 60,000 seat stadium – The Emirates Stadium. This permission included outline permission for the wider Arsenal regeneration scheme including the redevelopment of Queensland Road.
- 5.2 Attached to the planning permission (**ref: P011500**) was condition AG16 which stipulated: "At least 40 coach parking spaces shall be made available for use within the stadium during any major event".
- 5.3 The 40 coach parking spaces to be provided within the Stadium development were to be split with 24 spaces provided within the Stadium undercroft and at least 16 spaces provided below the Queensland Road part of the wider redevelopment proposals.
- 5.4 However, by the time the Stadium opened in 2006, the terrorist threat warning level in the UK had significantly increased from the warning level at the time when the Stadium was originally designed and granted planning permission (2000 to 2002). As a consequence of the increased security warning level, in the interests of public safety, it was deemed necessary for the MPS to re-assess the potential terrorist threat levels related to the operation of the Stadium.
- 5.5 Space to accommodate the parking of 24 coaches has been provided within the Stadium undercroft. However, since 2005 (before the Stadium was opened), the MPS Counter Terrorism Security Advisors have consistently advised that, spectator coaches should not be parked within the Stadium undercroft as was originally envisaged. Whilst this advice has been challenged by the council on a number of occasions, the MPS have maintained a consistent position on this issue.
- 5.6 Separately, procedural complications and delays in the delivery of the Queensland Road development prevented the delivery of the intended 16 coach parking spaces within the basement of this part of the redevelopment scheme.
- 5.7 As a result of the advice provided by the MPS, which has prevented the use of undercroft parking at the Stadium, it was necessary to vary the wording of condition

AG16. An amendment to condition AG16 was approved by the council in March 2006 (**ref: P052891**). This amendment removed the sole requirement to provide coach parking within the Stadium undercroft, by allowing the alternative option of providing coach parking at agreed locations near the Stadium. Condition AG16 was amended to read:

"That during a major event, at least 40 coach parking spaces shall be made available for use within the stadium or at other locations outside the stadium as previously agreed by the council."

- 5.8 In March 2006, the council approved coach parking arrangements for the first football season (2006/07) at the Emirates Stadium, in accordance with amended condition AG16. The agreed coach parking locations were (in order of priority):
- Queensland Road (23 spaces);
 - Sobell Centre (18 spaces);
 - Hornsey Street (14 spaces);
 - Drayton Park (9 spaces); and
 - Finsbury Park (90+ spaces for exceptional use only).
- 5.9 Extensions to these temporary arrangements were subsequently agreed by the council in June 2007 (**ref: P071058**) and June 2008 (**ref: P080954**) to cover the following 2007/08 and 2008/09 football seasons.
- 5.10 In July 2009, planning permission (**ref: P082018**) was granted for a revised scheme providing comprehensive redevelopment of Queensland Road. The description of the approved development is: 'Demolition of existing buildings and redevelopment of the site, realignment of Queensland Road (which involves stopping up the existing road) and development of one new building to the north and one to the south. The building to the south would be up to six storeys high and provide 213 residential units and 345sqm of commercial space, with a mix of class A1 (shops), A2 (financial and professional services), A3 (restaurants and cafes), A4 (drinking establishments), B1 (business), D1 (non-residential) & D2 (leisure). The building to the north would incorporate five towers providing 10 to 15 floors of residential accommodation above a plinth of mainly commercial space. It would provide 516 residential units, 1,600sqm of sports centre for Arsenal Football Club and 1,330sqm of commercial space with a mix of class A1/A2/A3/A4/B1 as described above and 179 car parking spaces.'
- 5.11 A condition was attached to planning permission (**ref: P082018**) to secure on-street coach parking provision on Queensland Road. Condition 65 states: "...The revised detailed layout shall contain provision for 14 coach parking spaces along the entire length of both the north and southern sides of the realigned Queensland Road."
- 5.12 Three planning applications [**ref: P011500(AG16a), P011500(AG16b) and P011500(AG16c)**] seeking temporary permission for coach parking arrangements for the 2009/10, 2010/11 and 2011/12 football seasons were submitted by AFC in November 2008 and April 2009. These applications were all refused by the council in March and June 2009. The stated reason for refusal was:

REASON: The proposed coach parking locations are considered unacceptable due to their impact on the amenity of existing residents, there is also a lack of information provided as to other alternative sites that may have a lesser impact, and consequently the failure to propose a long-term solution. This is contrary to policies Env12, Env17, T55, and V7 of the Islington Unitary Development Plan (2002) and policies 3C.1, 3C.2, 3C.4 and 3C.24 of the London Plan (Consolidated with Alterations since 2004).

- 5.13 The refusal of these applications [**ref: P011500(AG16a), P011500(AG16b) and P011500(AG16c)**] was subsequently appealed by AFC. The appeals, which were heard at a public inquiry, were allowed by the Inspector in August 2009. The Inspector granted a three year temporary planning permission allowing coach parking to be provided in specific locations around the Stadium, in line with revised condition AG16, to cover football matches played until the end of the 2011/12 season. This was subject to the following condition: "Coach parking at Hornsey Street and Drayton Park South shall be limited to not more than twice per year for each location unless increased usage is required for safety and/or security reasons by the Metropolitan Police Service in consultation with the London Borough of Islington.
- 5.14 The coach parking locations approved by the Inspector for the 2009/10, 2010/11 and 2011/12 seasons were (in order of priority):
- Queensland Road (23 spaces prior to construction, 14 spaces during construction, 14 spaces post construction);
 - Sobell Centre (18 spaces);
 - Hornsey Street (11 spaces in rotation with Drayton Park to be determined by the Council in conjunction with the MPS);
 - Drayton Park (8 spaces in rotation with Hornsey Street to be determined by the Council in conjunction with the MPS); and
 - Finsbury Park (90+ spaces in exceptional circumstances).
- 5.15 In May 2012, the Planning Committee granted a temporary two-year permission [**ref: P052891(AG16)**] to allow coach parking for the 2012/13 and 2013/14 football seasons. The agreed coach parking locations were as follows (in order of priority):
- Queensland Road (18 spaces)
 - Sobell Centre (12 spaces)
 - Hornsey Street (11 spaces in rotation with Drayton Park to be determined by the Council in conjunction with the MPS)
 - Drayton Park (8 spaces in rotation with Hornsey Street to be determined by the Council in conjunction with the MPS)
 - Finsbury Park (90+ spaces in exceptional circumstances)
- 5.16 The approved arrangements were subject to conditions ensuring the rotation of the use of Hornsey Street and Drayton Park on the occasions when their capacity / use was required, and limiting the use of Hornsey Street and Drayton Park to a maximum of twice per football season.

- 5.17 In July 2014 the Planning Committee granted a temporary one-year permission (**ref: P2013/4353/AOD**) to allow coach parking for the 2014/15 football season. The agreed coach parking locations were as follows (in order of priority):
- Queensland Road (18 spaces)
 - Hornsey Road (9 spaces)
 - Sobell Centre (12 spaces)
 - Hornsey Street (11 spaces)
 - Finsbury Park (90+ spaces in exceptional circumstances)
- 5.18 In October 2015, Application reference (**P2015/1142/AOD**) was approved at Planning Committee with a temporary four-year permission with legal agreement for the 2015/16, 2016/17, 2017/18 and 2018/19 seasons. The agreed coach parking locations were as follows (in order of priority):
- Queensland Road (18 spaces)
 - Hornsey Road (9 spaces / 13 spaces)
 - Sobell Centre (12 spaces)
 - Hornsey Street (11 spaces)
 - Finsbury Park (90+ spaces only to be used in exceptional circumstances)
- 5.19 The approved temporary arrangements were subject to conditions ensuring the restriction of coach parking at Hornsey Street to be limited to the parking of no more than 11 coaches, not more than twice per football season, unless increased usage is required by the Metropolitan Police Service, in consultation with the London Borough of Islington, for safety and/or security reasons.
- 5.20 Additionally, coach parking at Finsbury Park, in association with AFC, shall be limited to exceptional circumstances only. The S106 legal agreement attached to the Stadium permission (ref: P011500) secured a Stadium Management Plan (SMP) which contains agreed details for the control of the Stadium's operation. The SMP is an overarching document which covers all the public safety, crime prevention and local transport management issues (including monitoring and reducing the impact on the amenity of local residents) associated with match days, major event days, as well as the general day-to-day operation of the Stadium.
- 5.21 The SMP includes a Local Area Management Plan (LAMP) which specifically deals with the management and control of coach parking, and all traffic management controls in the area surrounding the Stadium, leading up to, during and following football matches and other major events. The LAMP includes a monitoring function, and seeks to minimise adverse environmental impacts and nuisance for local residents and businesses arising from the operation of Emirates Stadium, and the associated measures required to maintain public safety.
- 5.22 The LAMP requires the provision of an adequate number of trained stewards at each coach parking location, in order to manage coach parking and minimise disruption. The stewards are charged with providing direct management of coaches as they arrive

to park and during the game (ensuring engines remain switched off), and management of spectators as they disembark and arrive back at the coaches ready to depart after the match. There is a requirement that the SMP and LAMP are periodically updated. The updated LAMP has now been agreed and is due to be published prior to the commencement of the upcoming 2015/16 football season.

PRE-APPLICATION ADVICE:

- 5.23 Q2019/0742/MIN: Renewal of coach parking arrangements relating to the stadium. Completed on 07/08/19.

6. CONSULTATION

Public Consultation

- 6.1 Letters were sent to occupants adjoining and nearby properties that surround the proposed coach parking locations on 22nd July 19. Site notices were displayed at each of the proposed coach parking locations on the 25th July 2019, and a press notice was also published on the same date. The public consultation period ended on the 18th August 2019. However, it is the council's practice to continue to consider representations received up until the date of decision.
- 6.2 At the time of the writing of this report a total of 20 responses had been received from the public with regard to the application. Of these, all 20 set out objections to the proposals, these are summarised in the section below for each location and also highlighted within the table below.

Location	Number of objections
General/non-site specific comment	3
Queensland Road	8
Hornsey Road	1
Sobell Centre	1
Hornsey Street	6
Finsbury Park	0

- 6.3 The issues raised regarding the proposed coach parking arrangements are summarised below with relevant paragraphs cited:

General objections/comments

- All coaches should be parked under the Stadium and not on the street as originally planned when the Stadium was permitted (8.13-8.19)

- When was the terror threat last assessed, justification required. Potential damage of bomb would be just as harmful outside residential property (8.43-8.45)
- Objection to permanent parking arrangements on the grounds that changing technology may enable to parking of large vehicles under the stadium in future (8.43-8.45)
- Review of current coach parking arrangements in the light of technological change every three to five years is recommended (8.43-8.45)
- With respect to submitted information, the number of coaches parking is declining. (8.2-8.12)
- Coach parking at Hornsey Street and Sobell Centre should be discontinued due to lack of recent use (8.112)
- No evidence from other football clubs has been provided to support assertion that coach parking demand is decreasing and will continue to decrease, evidence therefore not reasonable to make this assessment (8.12)
- Football spectators/fans are appallingly behaved: shouting, littering and publically urinating (8.69)
- Stadium should invest further in public transport and infrastructure, two local tube stations should not be closed
- The Emirates Stadium is surrounded by public transport and there is no need for coach travel next to venue (8.9).
- Strongly object to coaches being able to idle engines, matter should be looked at a matter of urgency in working towards the council's commitment to zero carbon emissions (8.9; 8.129-8.132)
- Will make a mockery of the Low Emission Zone. (8.9; 8.129-8.132)
- Within a time of Climate Emergency, policies should be in place to reduce polluting diesel transport, not increasing it (8.9; 8.129-8.132)
- Arsenal should encourage its fans to use sustainable transport like bikes if public transport is not used. (8.9; 8.129-8.132).

Queensland Road

- Concern with security, not enough stadium stewards to cover the coaches parking, concern also with people drinking alcohol and congregating on the street (8.64-8.70)
- Not enough trained parking stewards who understand the scheme, examples include Glass canopy above No.1 Queensland Road has been smashed by coaches reversing in to it, on more than one occasion it has been the residents that met the costs of replacing, continued idling of coach engines (8.64-8.70)
- Number of coaches within road (18) seems high (8.58-8.60)

- Increasing the allocation on this road is beyond reasonable and fair (8.58-8.60)
- Coaches not in keeping with character of area
- Requests to turn off engines are often met with disagreements or excuses (8.66-8.68)
- The Council's no idling regulation inconsistently enforced or enforced at all affecting those living on the ground floor (8.66-8.68)
- Environmental impact assessment of coaches parking in this location is desperately needed (8.66-8.68)
- Condition should be placed so that coaches older than 3 years must ensure engines meet modern requirements
- Air pollution is bad enough in London and with engines idling this will get worse (8.9; 8.129-8.132)
- Bus's wait idling for a long period of time and impacts on health (8.66-8.68)
- Smell of exhaust fumes (8.66-8.68)
- Concern with noise with spectators congregating and coaches idling and engines turning on once game finishes (8.65-8.69)
- Spectators loiter in street often drinking and shouting (8.65-8.69)
- Increase in litter (8.65-8.69)
- Fighting between rival fans, bins being smashed, co-op window smashed (8.65-8.69)
- Less police deployed affecting anti-social behaviour (8.65-8.69)
- Higher demand for resident car parking spaces leading to difficulty in parking (8.70)
- The addition and enforcement of further conditions advised
- Line of thinking regarding the prior awareness of living close to the football stadium not acceptable. Queensland Road was only involved latterly. (8.71-8.72).

Hornsey Road

- Engines idle non-stop (8.85)
- Hornsey road already very noisy and littered during match days, buses will add more noise and pollution. (8.83-8.85)

Sobell Centre

- Every season the coaches leave their engines idling despite assurances from stewards (8.87)

- Users of the sports centre should rely on full access to the car parking there. (8.98-8.101)

Hornsey Street

- Impact from noise at weekends/match days (8.113-8.116)
- There has been fights and disorder and it feels unsafe to walk amongst the crowd (8.113-8.116)
- Would cause huge disruption in residential area (8.113-8.116)
- Hornsey Street has a GP with no dedicated parking, the creation of 11 parking spaces would have a significant impact on parking in the area, and access to GP surgery. Accessibility of surgery already restricted on match days due to local bus stop closed (8.117)
- Hornsey Street has an underutilised parking bay (outside building No. 9) even during the active season and serves no purpose as a passing place, this forces residents to give up an additional 11 spaces albeit twice a season (8.117-8.120)
- There is already an increase in private hire vehicles using road and blocking up parking areas, additional traffic causes delays coming out on to Holloway Road (8.117-8.120)
- Key workers and those on low incomes would be most affected and would result in parking further away from homes (8.117-8.120)
- A single additional coach bay should be considered in lane of two at the junction with Holloway Road in the lead up to the left hand turn lane. This is already restricted by double yellow lines and could be assisted by stewards on the day (8.110)
- Existing parking bays on Holloway Road between the junctions of Hornsey Road to Jackson Road should be considered, instead of a narrow, residential street (8.110)
- Width of road problematic for access and traffic (8.108-8.110)
- Public safety to users of Tesco and Holloway Road tube station including young families and children that cross the road (8.108-8.110)

External Consultees

- 6.4 Metropolitan Police Service (Match Day Commander): Supports the proposed coach parking arrangements and would like the current arrangements to continue.
- 6.5 Metropolitan Police Service (Counter Terrorism): has advised again that coaches should not be parked within the Stadium undercroft due to this posing an unacceptable terrorist threat.
- 6.6 Transport for London (TfL): No comments received

- 6.7 London Borough of Haringey: No objection.
- 6.8 London Borough of Hackney: No comments received.
- 6.9 London Fire & Emergency Planning: No comments received.

Internal Consultees

- 6.10 Public Protection Division (Noise Team): No comments received
- 6.11 Head of Public Realm (Greenspace & Leisure): Concern with prejudice of future development at Sobell Centre and restriction of parking spaces for the centre users.
- 6.12 Spatial Planning and Transport (Transport Officer): No comments received.
- 6.13 Public Protection: the Lead Officer for sports ground safety at the council has commented that; The coach parking at Emirates has been developed in conjunction with the Police and Public Protection to minimise the impacts to residents in respect of public safety and nuisance. It has been in place, with some minor amendments, since the opening of the stadium through a number of time limited consents. It plays a vital role in conveying visiting supporters to the stadium without risk. There have been few incidents over the years and complaint levels are low. The safety advisory group for Arsenal has discussed coach parking and it views it as successful with there being no viable alternatives. Coach travel to Emirates is reducing and there are few, if any occasions, in a season when it reaches capacity. Arsenal steward the areas to prevent nuisance including from idling vehicles. They are also funding the presence of a member of the council enforcement team so that they can act support the stewards if there are issues. The application is fully supported to be approved without a time limit given that there have been short term consents and the operation has proven to be very successful.

Other Consultees

- 6.14 Members of the Planning Committee also visited Queensland Road during the Arsenal vs Newcastle United match on **1st April 2019** to view the operation of the coach parking arrangements.

7. RELEVANT POLICIES

- 7.1 **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

- 7.2 The National Planning Policy Framework 2019 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.

Development Plan

- 7.3 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site

Allocations 2013. The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

- 7.4 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:
- Queensland Road: Site Allocation HC5, Highbury Corner & Holloway Road Key Area;
 - Sobell Centre: Nags Head & Upper Holloway Road Key Area, Local Flood Risk Zone;
 - Hornsey Road: Local Flood Risk Zone;
 - Hornsey Street: Protected Vista – Alexandra Palace to St Paul’s Cathedral

Supplementary Planning Guidance (SPG) / Document (SPD)

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

8. ASSESSMENT

- 8.1 The main issues arising from this proposal relate to:

- Public Safety
- Residential Amenity
- Access and Transportation

Coach Parking Demand

- 8.2 The number of spectator coaches attracted to each football match held at the Emirates Stadium has been recorded as part of the Stadium Monitoring Programme, which is secured as part of the Stadium S106 legal agreement.
- 8.3 Table 2.1 below compares the frequency of the use of each location over the past five football seasons. Queensland Road has frequently been used due to its priority location (97% of matches) and Hornsey Road is the second most used location (36% of all matches) with a general decrease over the years although this is not entirely consistent, whilst Hornsey Street has not been used at all for the past 6 football seasons. The frequency of use of the Sobell Centre has been reduced to only two occasions within the past two football seasons.
- 8.4 Table 2.2 shows a staggered reduction over time in the average number of coaches booked and required by spectators per match from 2013/14 (20 coach bookings per match on average) to last season 2018/19 (14 coach bookings per match on average). However, as noted within the submission document, numbers can fluctuate depending on the type of occasion, for example within the 2016/17 season, Lincoln City required 35 coaches for their FA Cup match with Arsenal and therefore required the location at Finsbury Park (Exceptional Circumstances). This has been the only time within the four years where it was necessary to use this location.

8.5 Summary of total number of coaches throughout the season:

2013/14 - **619** coaches

2014/15 - **610** coaches

2015/16 - **449** coaches

2016/17 - **414** coaches

2017/18 - **426** coaches

2018/19 - **401** coaches

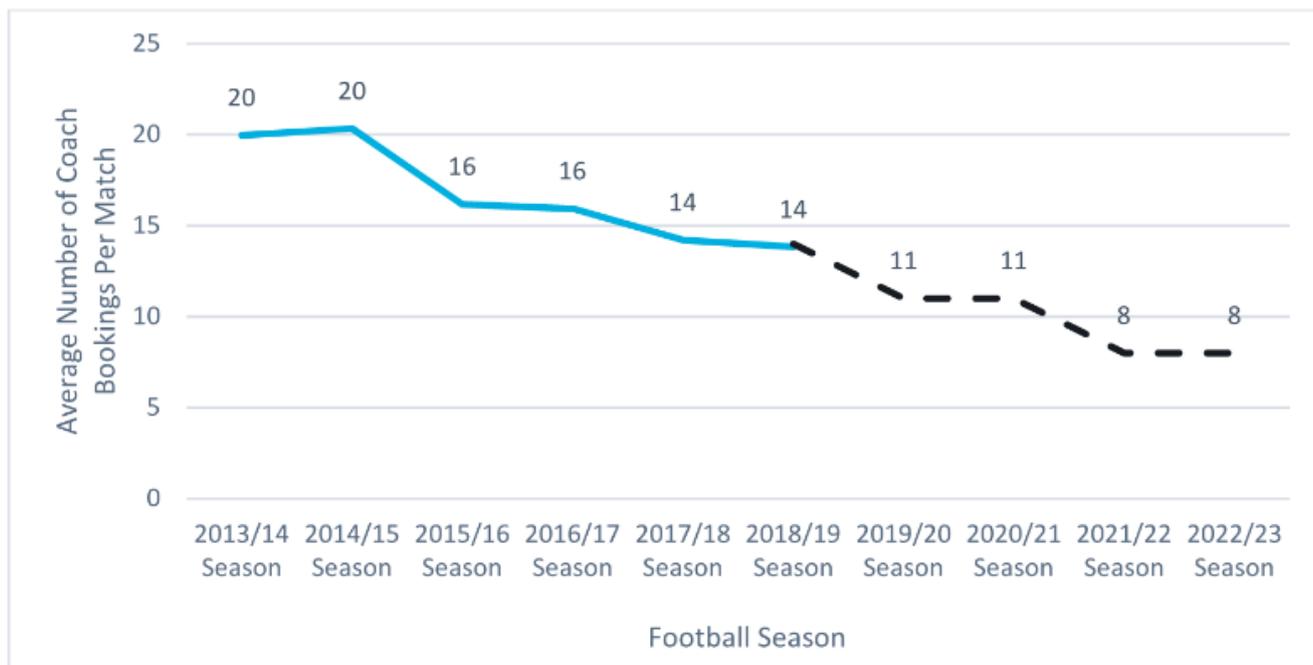
8.6 Table 4.1 shows the general number of occasions that each location is predicted to be used each football season under the proposed arrangements, based on Scenario 01 which is based on the current trend of an overall reduction in coach bookings. It is acknowledged that the demand for coach travel to the Stadium is still dependent on a range of factors, including which opponents AFC are playing, the type of match (Premier League, FA / League Cup, European games) and the significance of the match (e.g. quarter final / semi-final of a knockout cup, or a league title / relegation decider). Consequently, the number of spectator coaches generated by football matches at the Stadium will vary from match to match and season to season, although the general annual reductions in coach parking is noteworthy.

8.7 In regards to the highest coach bookings, FA Cup and League Cup and the UEFA Champions League/Europa League fixtures generally attract the highest number of coaches carrying away fans, whereas for games involving other London teams, coach travel by away fans continues to be typically low. The highest number of coach bookings (67) was received on 04 November 2014 when Arsenal FC played Anderlecht in the Champions League. By contrast, the highest booking during the 2018/19 season was for 27 coaches on 29 January 2019 when Arsenal FC played Cardiff City in the Premier League.

Table 2.1: Frequency of Use of Designated Coach Parking Locations (2013/14 – 2018/19 Football Seasons)

	2013/14 Season	2014/15 Season	2015/16 Season	2016/17 Season	2017/18 Season	2018/19 Season	All	All (Percentage of all Matches per Season)
Queensland Road	31	30	28	24	29	28	170	97%
Hornsey Road	9	8	11	12	15	8	63	36%
Sobell Centre	6	3	6	4	2	2	23	13%
Hornsey Street	0	0	0	0	0	0	0	0%
Finsbury Park	3	3	0	1	0	0	7	4%

Figure 4.1: Forecast Coach Parking Demand Per Match (2019/20 – 2022/23 Football Seasons) – Scenario 01



- 8.8 The maximum number of coaches per game per season could potentially exceed the capacity of 40 coaches, as required to be provided by condition AG16. For example, during the 2013/14 football season, for the FA Cup game where Arsenal played Everton, there were a total of 41 coaches that marginally exceed the capacity (8 coaches carrying home fans and 33 carrying away fans), whilst in 2014/15 two European fixtures involving Anderlecht (Belgium) and Dortmund (Germany) resulted in 67 and 59 coaches respectively. The 40 coach capacity was not exceeded in the past four seasons (2015/16, 2016/17, 2017/18, 2018/19), indicating an overall reduction in the use of coach parking.
- 8.9 It should be stressed that the use of coach parking locations, as noted within the information submitted, is very much dependent on the geography of the opposing team. Whilst other modes of sustainable transport such as bikes and other modes of sustainable transport would reduce emissions and the need for the number of coaches; given the nature of spectator attendance, when public transport cannot be utilised, a need for coach parking is required as a means of transport for away fans. It is also evident within this application that supporters of Arsenal FC that may live in more isolated parts of the country depend upon coach travel to attend matches.
- 8.10 The MPS have segregated away coaches from home coaches in the interests of minimising the risk of public disorder at numerous games over the last eight years, usually at the discretion of Arsenal FC in collaboration with the MPS and LB Islington.

- 8.11 In summary, based on an analysis of the data, for coach parking for past seasons at the Emirates Stadium, it is anticipated that there will continue to be a future requirement to maintain the existing coach parking capacity for 40 coaches as required by condition AG16. It is anticipated that there will be an occasional requirement for the provision of parking capacity for more than 40 coaches if AFC progress to later rounds of Cup competitions. However, it is noted that any future exceptional demand for coach parking capacity beyond 40 coaches, can be accommodated at Finsbury Park as has happened previously. This has been agreed in writing by Haringey Council.
- 8.12 One comment has been received regarding to the reliability of the evidence provided, and there being no correlation with other football clubs and their experiences in regards to reductions in spectator coach travel. This comment is acknowledged, however officers would stress that the impacts are site specific to Islington and AFC and that the purpose of this application is to assess the local amenity, access and highway impacts. Further evidence may be helpful in understanding any nationwide or regional trends, however the local evidence submitted does allow for an acceptable assessment on this proposal.
- 8.13 There have been no changes to the proposed locations nor has there been any procedural or transport alterations to the proposal since consent was given for application P2015/1142/AOD, and therefore information regarding Coach Parking in the Stadium Undercroft, Public Access from the Stadium Undercroft, Arrival of Coaches, Security searches & Scanning, High-Tech Scanning and Post Match Departure is still relevant and included below.

Coach Parking in the Stadium Undercroft

- 8.14 When plans to develop the Emirates Stadium were initially conceived, it was originally intended that the Stadium undercroft would accommodate the parking of up to 24 coaches, with a further 16 spaces to be provided under the Queensland Road development, providing a total capacity of 40 coach parking spaces within the development. However, since 2005 (prior to the Stadium becoming operational), the MPS Counter Terrorism Unit have provided consistent advice with regards the potential terrorist threat associated with allowing spectator coaches to park beneath the Stadium. Consequently, in light of this advice, the Stadium undercroft has never been used for the parking of spectator coaches.
- 8.15 Furthermore, procedural complications and delays in the delivery of the Queensland Road development, coupled with the security concerns raised by the MPS Counter Terrorism Unit, also prevented the initially intended Queensland Road undercroft coach parking space from being brought forward.
- 8.16 As a result of the above, the originally envisaged undercroft coach parking within the Queensland Road development was not incorporated within the revised Queensland Road development that was approved by the Planning Committee in July 2009 under planning permission ref: P082018. Consequently, even if coaches were able to park within the Stadium undercroft, this would only provide capacity for up to 24 coaches, with the need to continue to locate a further 16 coaches on- street, in order to meet the requirements of condition AG16. Furthermore, if the 24 coaches were to enter the Stadium undercroft laden with spectators, this would not provide the possibility for segregation of coaches carrying home and away supporters (as required by the MPS).
- 8.17 Following requests from Councillors and neighbouring residents, the feasibility and implications of parking coaches within the Stadium undercroft have again been

explored, in great detail, by the council in association with AFC, the MPS Match Day Commander and the MPS Counter Terrorism Unit.

- 8.18 Working closely with the MPS, AFC produced a report which examines the feasibility and implications of potentially parking coaches under the Stadium. The report highlights that there are a significant number of logistical and management issues associated with parking coaches within the Stadium undercroft, that make this arrangement unworkable.
- 8.19 The report concludes that, even setting aside the contention that the Stadium is not designed to accommodate public access from the basement level, it would be necessary to drop-off and pick-up spectators at locations on surrounding roads outside the Stadium (see further details set out in the paragraphs below). This would result in an increased number of coach movements in the area around the Stadium, with an associated increase in disruption to the local area, above that experienced as a result of coach parking arrangements for previous seasons, or those proposed under this current application.
- 8.20 The paragraphs below discuss in detail the implications of potentially parking up to 24 coaches within the Stadium undercroft, and why this is not considered to be a practical or viable solution to the provision of match day coach parking (in the medium term).

Public Access from the Stadium Undercroft

- 8.21 The implications of allowing either coaches laden with spectators, or un-laden coaches, to enter the Stadium undercroft for parking have been re-investigated. As a starting point, the original Stadium planning permission (ref: P011500) and associated Environmental Impact Assessment assumed that coaches would drop off spectators outside the Stadium, prior to the match, then park in the undercroft, and pick up spectators outside the Stadium after the match. It is therefore the case that, as approved, it was only ever envisaged that un-laden coaches would enter the Stadium undercroft.
- 8.22 At no point in the Stadium design process was it the intention to allow general public access into and out of the spectator areas of the Stadium (other than for executive club and box levels) from the undercroft. This is borne out in the fact that, only one of the nine stair cores into the Stadium undercroft, is designed to incorporate a turnstile allowing controlled access for the limited number of people accessing the executive areas. The other eight stair cores provide service access and are un-restricted by turnstiles, as is a requirement of the Stadium's emergency access strategy, as set out in the Stadium Safety Certificate. Those eight stair cores are required to remain obstruction free, as in the event of an emergency, they would serve as one of the egress points which would allow the Stadium to be fully evacuated within 8 minutes as required by the Safety Certificate.
- 8.23 It is a requirement of the Stadium Safety Certificate that any members of the public entering the Stadium must go through a turnstile. For the limited number of people that access the executive areas of the Stadium, via the undercroft, this therefore has to be through the single turnstile entrance (which only provides access to the executive areas and not to the rest of the spectating areas). If turnstiles were to be installed at the other stair cores, to allow increased capacity for public access from the undercroft, this would prevent the necessary evacuation times, as required by the Safety Certificate, from being met. These cores, insofar as access to the Stadium from the undercroft is concerned, cannot therefore be brought into use for general public match day access or egress, except in an emergency. Consequently, if coaches laden with

spectators were to enter the undercroft, the spectators would need to be led back out of the undercroft onto Queensland Road and then round to the ground floor level turnstile entrances from the Stadium podium.

Arrival of Coaches, Security Searches & Scanning

- 8.24 The security protocol for the Stadium requires that all vehicles entering the Stadium undercroft need to be searched prior to entry. No cars are allowed to enter the undercroft, unless they have been pre-registered, with associated security background checks having been undertaken. All cars are searched prior to being allowed to enter the undercroft and this takes approximately 5 minutes per car. It is necessary for commercial vehicles relating to TV broadcasting, catering and medical services to enter the undercroft area before each match. Again, no commercial vehicles are allowed into the undercroft unless the vehicle and occupants have been pre-registered and background checked. These vehicles are also searched prior to entry and are required to arrive at least 3 hours prior to the start of the match.
- 8.25 No large vehicles such as coaches are allowed to enter the undercroft unless they have been subject to a search of sufficient detail to mitigate any risk associated with a vehicle of that size. The MPS Counter Terrorism Search Team have advised that a search of a coach that is equivalent to that undertaken for each car (which takes 5 minutes per car) would take a team of 6 trained officers approximately 2 hours to complete for each coach.
- 8.26 As a comparison, during the London Olympics in 2012, searches of coaches by expertly trained military and police search teams took upwards of 16 minutes per coach. However, all coaches allowed to access Olympic venues were fully registered under the VAPP (Vehicle Accreditation and Parking Permitted) system operated by LOCOG (London Organising Committee of the Olympic & Paralympic Games) and had arrived from a designated 'clean area' such as the Athlete's Village or main Media Centre. The VAPP system has been specifically designed to provide registered vehicles with timely access through a checkpoint that other vehicles would not be allowed through. Any vehicles arriving at Olympic venues without the correct VAPP paperwork were turned away at a permit check point located at least 500m away from the venue.
- 8.27 Evidently, it would not be practically possible to stop and manually search up to 24 coaches prior to entry into the Stadium undercroft due to associated time and resource (number of trained officers and dogs required) constraints. Therefore, consideration has been given to the feasibility of potentially screening coaches using high tech scanning equipment.

High-Tech Scanning

- 8.28 The evolution of high energy scanning equipment in recent years has seen the ability for goods and materials to be searched rapidly and remotely. The use of X-ray scanning has enabled good quality images to be used to identify threats across a wide range of applications and for a range of purposes. In all situations the scanning equipment must be utilised by a specially trained operator and the threat or risk identified by a specialist team that are appropriately trained to know how to react to any situation that may occur.
- 8.29 Any threat that is identified as a result of the scan is invariably isolated in order to allow a manual search that can determine the appropriate action. The scan is not a search, it provides only an indication that there is an item of potential risk on board a vehicle.

The risk must then be assessed and actioned by specialist trained personnel in an environment that removes risk from the public.

- 8.30 In order to undertake this search a specialist team needs to be established and operated according to appropriate accreditation and training. This is particularly resource heavy and requires a dedicated team, able to work in short shift patterns that reflect the intensity of the search role.
- 8.31 High energy scanning equipment cannot be used on occupied vehicles. (For HGVs a low energy, safe 'CabScan' approach is used that switches automatically to high energy to search trailers). In order to scan coaches with high energy, it is a safety requirement for passengers to be disembarked prior to the scan. The other option is to use a low energy scanning system.
- 8.32 The use of low energy scanning systems is much safer for individuals, and can operate to high levels of detail in modern equipment. However, it is important to note that the scan is not a search and therefore must be carried out in conjunction with a specialist trained search team to identify and react to any suspect images. Coaches cannot be searched with passengers onboard, therefore, in order for a coach to be searched it would be necessary for the passengers to disembark.
- 8.33 Consequently, no system exists that would enable spectator coaches to enter the Stadium undercroft directly, with no pre-search, and with passengers remaining on board. In order to park coaches under the Stadium (whilst maintaining the safety and security of the Stadium building and spectators) the following would be required:
- The disembarkation of spectators from coaches at a location away from the Stadium screening area. Two segregated locations would be required for home and away fans.
 - The establishment of a search / screening location, off of the public highway, which coaches would enter in advance of the Stadium undercroft (this was located 500m away from venues at the Olympics).
 - The ability to bypass cars around coaches, due to the discrepancy in search times. This would require the provision of a minimum of two entrance lanes. The operation of a rejection lane for manual searches of coaches (should suspect images be found on the scanning equipment). This would generate a requirement for a third lane which leads back away from the Stadium.
- 8.34 In addition to the need to significantly redesign the Stadium entrance and surrounding roads to accommodate additional separate entry lanes, search areas and bypass lanes, the requirement to undertake searches on coaches, prior to entrance into the Stadium undercroft, would require significant amendments to the Stadium and local area operations. These operational changes would be necessary to maintain the safety of spectators and prevent significant increased impacts on local residents, businesses, and traffic flows on the surrounding highways. The changes to operational requirements that would be associated with parking coaches within the Stadium undercroft are described in detail in the paragraphs below.
- 8.35 At least two on-street locations would need to be identified and agreed within close proximity to the Stadium, where spectators travelling on coaches would be dropped off. Two locations are required in order to achieve appropriate segregation of home and away fans. The drop-off locations would ideally be sited in locations that are easily accessible from the strategic highway network and would need to be long enough to

accommodate a number of coaches, as coaches carrying away fans have a tendency to travel together and arrive in groups of 3-4 coaches.

- 8.36 The coaches would need to arrive within a one-hour window between two hours before kick-off, when the Stadium opens to the public, and one hour before kick-off, so as to avoid road closures and allow spectators sufficient time to comfortably get to their seats before the start of the game. Roads around the Stadium are closed one hour prior to kick-off, for the safety of spectators walking to the Stadium, consequently, coaches would not be able to reach the Stadium after this time.
- 8.37 Prior to kick-off, the roads surrounding the Stadium are congested. Therefore, coaches would need to arrive sufficiently early so as to avoid getting caught in the congestion and missing the short one hour window which would allow access to the Stadium and the scanning / searching area.
- 8.38 Each coach would need to wait at a drop-off location for a minimum of 5 minutes to allow passengers to disembark. Each drop-off location would need to be managed by stewards or police officers to prevent spectators from loitering in the area and to prevent anti-social behaviour and public disorder. The drop-off locations would need to be on the left hand side of the carriageway (for the direction the coaches would arrive from), so as to avoid unloading spectators into the road. However, for coaches arriving from Europe, the locations would need to be on the right side of the carriageway. In either case, the drop-off locations would be difficult to manage without a road closure, and would be likely to cause traffic congestion as a result of spectators spilling into the carriageway.
- 8.39 Once coaches have dropped off their passengers they would then be able to approach the designated screening area. As described above, the screening of coaches prior to entering the Stadium undercroft could be subject to an electronic scan with a subsequent manual search for any coaches which register suspect images during scanning. The length of time taken for each coach to pass through scanning and potential searches would be determined by the findings of the scan. It would only be possible to scan and search one coach at a time, therefore, coaches would need to queue to be scanned and searched. If a suspect image was registered by the scan, therefore requiring a further manual search, this would cause potential significant delays to the scanning of further coaches and the movement of coaches, cars and any other vehicles into the Stadium undercroft. Given the lack of available space on roads around the Stadium, coaches waiting to be scanned, would cause substantial congestion and would result in an inability to clear the highway prior to the commencement of road closures around the Stadium.
- 8.40 To summarise, the scanning of a vehicle whether electronically or manually, is undertaken to identify items of risk. The identification of these items following a scan requires manual investigation of that item by a team of specialists. To undertake this search, the vehicle should be isolated in order to avoid risk to the public. In an area of limited space such as the approach to the Stadium undercroft, this manual assessment would require the suspension of access to the undercroft for all vehicles for the duration of the search. The impact of this operation would therefore be widespread and substantial.

Post Match Departure

- 8.41 Following the end of a match, the roads immediately surrounding the Stadium are heavily congested with fans and the exit from the Stadium car park is closed 15 minutes before the final whistle. Therefore, coaches parked within the Stadium

undercroft would need to have left the Stadium and be at their passenger pick-up locations prior to the final whistle. As an example, assuming 10 coaches were parked in the Stadium undercroft and that an average of 5 minutes manoeuvring time was allowed for each coach to clear the Stadium undercroft, then coaches would need to start departing at least 50 minutes before the final whistle (matches generally last a minimum of 105 minutes).

- 8.42 Passenger pick up locations would need to be sufficiently large, so as to be able to accommodate all of the coaches that had parked within the Stadium undercroft at the same time. Therefore, they would need to provide the same level of coach parking capacity as has been provided for the past 9 football seasons and is proposed under this current application. In a similar manner to the drop-off locations described above, it would be desirable that the pick-up locations would allow spectators to gather on the footway prior to boarding their coach as opposed to within the carriageway, which would impact on traffic flow and highway safety. Separate pick-up locations would be required for European spectators' coaches unless the pick-up locations were contained within a road closure area.
- 8.43 All spectators would need to be picked up from the location where they were dropped off prior to the match, otherwise, it would be likely to result in significant confusion for spectators trying to find their coach, thereby delaying the departure of spectators, providing increased likelihood of anti-social behaviour and public disorder in the areas around the Stadium.

Consultation with Metropolitan Police

- 8.44 The applicant has confirmed following communication with the Metropolitan Police Counter Terrorism Security Advisor (MPS CTSA) that the stadium undercroft car park remains accessible only by the coach carrying the players of Arsenal FC and their opponents. From the most recent correspondence in May 2019, it was advised that:
- MPS continued to advise that spectator coaches or minibuses should not be parked within the stadium's undercroft for security reasons;
 - MPS were not aware of any safety and/or security issues associated with current arrangements; and
 - MPS had not received any notable feedback from key stakeholders.

Consultation with Counter Terrorism Security Team (CTSA)

- 8.45 The applicant has made communication with MPS CTSA to discuss the continued need for an on-street coach parking solution (in light of the potential risks associated with permitting spectator coaches to park within the stadium's undercroft).
- 8.46 It has been reaffirmed that spectator coach and minibus parking should not be permitted within the stadium's undercroft for safety and security reasons. To minimise risk to the stadium and associated peoples, alternative on-street coach parking arrangements therefore remain necessary.

Proposed coach parking arrangements

- 8.47 As previously indicated, no alterations to those coach parking arrangements approved temporarily by the 2015/16 – 2018/19 football seasons are proposed. As such, the agreed sites, are as follows:
- Queensland Road (18 spaces)

- Hornsey Road (13 spaces)
- Sobell Centre (12 spaces)
- Hornsey Street (11 spaces)
- Finsbury Park (90+ spaces only to be used in exceptional circumstances)

Capacity (full size coach equivalents) *

8.48 All locations, apart from the Sobell Centre, provide on-street coach parking. As required by the Local Area Management Plan (LAMP), AFC stewards would be present at all the designated coach parking locations that are required to be used for each match, from 4 hours before the scheduled start of the match to the start of the match, and from the end of the match until all coaches have departed. The AFC stewards would carry-out the following functions at each of the designated coach parking locations:

- Ensure the functioning of coach parking locations in tandem with wider road closures, other elements associated with Arsenal FC fixtures and other local events as required;
- Coordinate the parking of coaches;
- Assist with the safe manoeuvring of coaches;
- Ensure that drivers switch off engines and air conditioning once coaches are parked;
- Inform coach spectators that they must proceed away from Queensland Road as soon as reasonably practical towards the stadium or surrounding non-residential areas;
- Inform drivers and coach spectators that they must return to the coach as soon as reasonably practical following the end of an event;
- Direct spectators and drivers to portable toilets as required;
- Coordinate the departure of coaches;
- Remind coach drivers and passengers to be respectful of residents and their property and conduct themselves appropriately;
- Record the number of coaches;
- Enforce coach parking required behaviours (See: Section 5.11 of submitted Planning Statement);
- Issue warnings, cautions and penalties for coach parking infractions and enforce associated penalties (See: Table 5.2 of submitted Planning Statement); and
- Provide general advice and assistance to coach drivers and passengers as required.

8.49 The number of stewards to be deployed to each site will be determined by operational requirements such as the number of coaches and whether the coaches are carrying home or away supporters. During normal operation, Arsenal FC provides, and will continue to provide, the following numbers of stewards when each coach parking location is booked to capacity:

- Queensland Road
 - Four stewards to manage coach parking only
 - Three stewards to manage vehicle access to Queensland Road
- Hornsey Road
 - Three stewards to manage coach parking

- Sobell Centre
- Six stewards to manage coach parking

8.50 Arsenal FC uses a specialist agency to source the stewards to manage match day coach parking. The agency has confirmed that they are permitted to work on the public highway (e.g. Hornsey Street, Hornsey Road and Queensland Road) to assist in the management of coach parking. The stewards will remain with the coaches until the last coach has departed.

8.51 A key change from previous arrangements as of April 2019, is the assignment of a LB Islington Enforcement Officer funded by Arsenal FC to Queensland Road. This officer assists Arsenal FC in the enforcement of coach driver and spectator required behaviours which include:

- Coaches engines must not be left idling whilst within each parking location unless otherwise instructed by Arsenal FC Stewards. During normal operation, vehicles will only be permitted to idle for a short duration before departure;
- No littering within the parking locations will be permitted;
- No dumping of coach toilet waste within the parking locations; and
- No other anti-social behaviour such as:
 - Excessive noise, nuisance or public disturbance,
 - Vandalism, graffiti and fly-posting,
 - Dangerous or violent behaviour,
 - Inconsiderate or inappropriate use of vehicles,
 - Public urination or excretion, and
 - Sexual activity.

Should such behaviours be observed, Arsenal FC stewards and/or the LB Islington Enforcement Officer will either:

- Issue warnings or cautions,
- Following an initial warning or caution, issue and enforce penalties in line with Table 5.2 (Arsenal FC stewards only),
- Dismiss coach vehicle operators from the premises (typically only in extreme but not criminal circumstances),
- Issue Penalty Charge Notices (PCNs) (LB Islington Enforcement Officer only), or Contact MPS as appropriate (typically in exceptional or criminal circumstances only).

8.52 After matches finish, coaches will be able to depart from the Sobell Centre and Hornsey Road coach parking locations as soon as they are loaded with passengers as long as the on-site stewards have determined that the levels of spectators in the adjoining carriageways have decreased to a level that is safe. Post-match departure of coaches from Queensland Road will be determined by the MPS based on operational requirements at the time. However, this is likely to be within approximately 30 minutes after final whistle.

Table 5.2: Arsenal FC Coach Parking Infractions and Bans/Penalties

Infraction	Number of Offences	Maximum Ban / Penalty
Continued Idling of Engines subsequent to a warning (Home Coaches)	1	1 Match Ban for Coach Company
	2	3 Match Ban for Coach Company
	3	12 Month Ban for Coach Company
Continued Idling of Engines subsequent to a warning (Away Coaches)	1	12 Month Ban for Coach Company
Littering by Coach Vehicle Operators or Coach Occupants	1	12 Month Ban for Coach Company 12 Month Ban for Offending Individual
Dumping of Toilet Waste On-street or in Drains by Coach Vehicle Operator	1	Indefinite Ban for Coach Company
Public Urination or Excretion	1	Indefinite Ban for Coach Company Indefinite Ban for Offending Individual

Exceptional circumstances

- 8.53 On the infrequent occasions that Hornsey Street is required for spectator coach parking, Arsenal FC will continue to discuss such arrangements with MPS and/or LB Islington as required.
- 8.54 Should Finsbury Park be required for spectator coach parking, Arsenal FC will also contact Haringey Council Parks Department to make the arrangements for the use of the Park as per previous arrangements.

Locations

Queensland Road

- 8.55 Queensland Road, is a cul-de-sac located directly adjacent to the south of the Emirates Stadium, with a single entrance from Benwell Road. Due to its proximity to the Stadium, Queensland Road is located within the matchday road closure area.
- 8.56 Figure 6.1 (from the submitted planning statement) shows the parking layout and arrangement for 18 coaches parked on Queensland Road.



- 8.57 Queensland Road has been used as the first priority location for coach parking for all football seasons since the Emirates Stadium opened in 2006. It is proposed that Queensland Road would continue to be used as the first priority location for coach parking for 18 coaches.
- 8.58 From the data submitted, Queensland road, is the most frequently used location. This is given its proximity to the stadium and more particularly the away supporters entrance to the Emirates stadium.
- 8.59 If Queensland Road was to continue to operate as the first choice location for coach parking, it is predicted that it would be used to provide coach parking for all football matches played at the Stadium. Based on the number of games in previous four seasons, this is likely to be between 26 and 30 times per football season.

Access

- 8.60 The existing access route to Queensland Road for coaches travelling to and from the Transport for London Road Network (TLRN) is via Hornsey Road (Borough Distributor Road) and then for a short distance along Benwell Road. Queensland Road is within the match-day traffic restriction zone and is therefore closed to general traffic two hours prior to the beginning of all matches. As such, it is isolated once the road closures are put in place before a match until the closures are lifted following a match. Notably, this also means that coaches are unable to arrive or depart during this time and as such, coaches directed to this location must arrive 2–4 hours prior to the beginning of a match.
- 8.61 Coaches entering Queensland Road are typically directed by stewards to the coach turning head at the end of Queensland Road to complete turning manoeuvres upon arrival. This is essential to ensuring the efficient departure of coaches following the event. Notably, coaches may also be instructed to turn using the junction with the Emirates Stadium’s basement car park access in certain circumstances; if this is required, stewards marshal such manoeuvres to ensure their safe completion. Once turned around, coaches are directed via a carefully choreographed sequence to

allocated bays starting at the road's western end; this sequence ensures the best use of available space and that coach departures are as efficient as possible.

Forecast of use

- 8.62 Although it is proposed to continue to use Queensland Road for every match, based on records of coach parking demand over previous seasons (97% of all matches), it is anticipated that on half of these occasions, it would be likely to need to accommodate between 10-12 coaches on average (past 4 seasons), and of these coaches, it is likely that for some matches some of the vehicles would be minibuses rather than full size coaches.

Residential amenity

- 8.63 Arsenal FC has received complaints and implemented mitigation in relation to the following impacts on Residential Amenity in this location:

- Driver and Spectator Behaviour
- Coach Engine Idling
- Parking Suspension
- Raw Sewage Dumping
- Littering

- 8.64 As required by the LAMP, AFC would provide stewards to marshal spectators disembarking and re-boarding coaches at Queensland Road. Stewards would prevent spectators from loitering on Queensland Road, directing them to the Stadium and back onto their coaches, and would also advise drivers to switch off their engines and air-conditioning once coaches are parked. These actions would minimise the potential for noise and disturbance, anti-social behaviour, and any restriction on resident movement and access, arising as a result of coach parking on Queensland Road, in as far as is practically possible.

- 8.65 It is also acknowledged that the applicant as of April 2019 funds the assignment of an Islington Council Enforcement Officer to assist Arsenal FC in the enforcement of coach drive and spectator behaviour at this location. This allows officers to ensure coach engines are not idling, to monitor litter and anti-social behaviour and prevent noise ultimately. Subsequently, officers would be able to give warnings, enforce penalties, dismiss coach vehicle operators, issue Penalty Charge Notices (PCNs) and Contact the Metropolitan Police (MPS) in exceptional circumstances.

- 8.66 Many of the objections to the coach parking within Queensland Road make reference to coaches idling, which in turn has concerned residents in regards to air quality and noise pollution within the road on match days. Arsenal FC stewards acknowledge drivers often turn on their engines whilst idling either to warm up their engine / coach before departure, charge a phone, make a warm drink or to keep warm whilst waiting.

- 8.67 In order to tackle engines idling, up to seven Arsenal FC stewards are located on Queensland Road and responsible to ensure that drivers switch off engines and air conditioning once coaches are parked to minimise associated noise (as well as localised pollution); Arsenal FC stewards also encourage drivers to speak with them if they need anything (e.g. a warm drink, a means by which to charge their phone) in

order to make drivers as comfortable as possible and minimise their perceived need to run their engines in-situ; Signs indicating that vehicle idling is not permitted have been installed along the road (See: Figure 6.3 of the submitted planning statement; pg.36); Arsenal FC stewards or management may issue bans to coach operators / drivers in line with Table 5.2 and; The on-site LB Islington Enforcement Officer funded by Arsenal FC is authorised to issue PCNs as considered necessary if the previous warnings are not adhered to. Drivers or spectators caught littering would also be subject to the same penalties, and officers consider this a reasonable solution to this issue. Additionally, the applicant notes that once installed, LB Islington CCTV cameras installed along Queensland Road will also be available to collect evidence of littering if required.

- 8.68 Arsenal FC also acknowledge that there have been incidents reported regarding anti-social behaviour of spectators, as noted from a complaint on 16 September 2017. This is also reflected in the objections received addressing wellbeing and public safety. Arsenal agrees that such behaviour as reported is unacceptable and works in collaboration with the MPS to eradicate and prevent such activity. To minimise residential impact Stewards located on Queensland Road advise that coach spectators proceed directly to the stadium without loitering on-site or in surrounding residential areas. This further minimises the potential for coach drivers or spectators to impact upon Queensland Road residents.
- 8.69 As for prior arrangements, parking bays along Queensland Road would be suspended on match days. It is acknowledged, that the use of the coach parking spaces on match days would disrupt parking arrangements temporarily on that day. In response to this, residents along Queensland Road are eligible to apply for a free 'Event Day Parking Permit' which will permit them to park within the Emirates Stadium basement car park accessible off Queensland Road. Additionally, Arsenal FC would continue to notify LB Islington at least 14 days in advance of an event when it is necessary to suspend parking on Queensland Road. Assuming that use of this location is agreed, temporary plates will be attached to parking bay suspension signs on Queensland Road indicating the date of the next event at least ten days prior (where possible) in addition to other temporary measures to notify residents including special signs which will indicate parking bay suspensions along the street one day before an event. Officers consider this a reasonable solution on match days (Average 26-30) occasions per calendar year).

Summary

- 8.70 Officers consider that as previously assessed, the impact on residential amenity, which coach parking would have, needs to be considered in the context of the overall level of match day noise and disturbance experienced by residents of properties located immediately adjacent to the Stadium. The proposed arrangements that allow for officers to have the power to issue warnings, bans (both temporary and permanent) and penalty charge notices would strengthen Arsenal FC and Islington officers in deterring anti-social behaviour and reduce coaches idling.
- 8.71 Overall, taking into account that match day coach parking is well established on Queensland Road (having operated for 13 football seasons), and the high level of noise and disturbance which residents on Queensland Road would experience on match days anyway, regardless of coach parking (due to the influx of 60,000 football fans into the local area), it is considered that subject to the operation of coach parking in strict accordance with the controls required by the LAMP, this would not result in unacceptable harm to the amenity, safety or security of local residents.

Hornsey Road

- 8.72 Hornsey Road (A103) runs north from Holloway Road passing adjacent to the west side of the Emirates Stadium. Currently match day coach parking occurs upon a section of Hornsey Road to the northwest of the Emirates Stadium, located between the railway bridge and the cross-roads junction with Tollington Road (A503).
- 8.73 This section of Hornsey Road is covered by the LAMP and is subject to match day road closure and parking restrictions in order to allow safe spectator movement in the carriageway prior to and immediately following matches.



- 8.74 Figure 7.1 (from the submitted planning statement) shows the parking layout and arrangement for both arrangements to park 9 coaches (in single file; in green) or 13 if double stacked (in two parallel lines; in green/pink) on Hornsey Road.

Access

- 8.75 With regards the proposed parking layout, coaches would arrive heading north along Hornsey Road. On arrival coaches would be parked in the designated spaces in a sequence running from north to south. It has been demonstrated that a 4m gap between coaches and the western kerb would be maintained if coaches were parked double stacked, thereby maintaining the required access for emergency vehicles (fire, ambulance, police) to the Stadium and all neighbouring properties.
- 8.76 Sufficient space would be provided between each coach to enable independent departure once a coach is loaded with spectators and ready to leave. Coaches would depart from Hornsey Road (heading north onto Tollington Road) as soon as they are loaded with passengers, and the on-site stewards have determined that the level of

spectators in the adjoining carriageways has sufficiently decreased from the post-match peak to a level that is safe for the coaches to depart.

- 8.77 Subject to appropriate management in line with the controls set out in the LAMP, it is considered that the use of Hornsey Road (which is located within a match day road closure) for match day coach parking would not have a significant detrimental effect on the safe operation of surrounding highways or the availability of parking for local residents.

Forecast of use

- 8.78 Based on the data collected from previous seasons, if Hornsey Road was to continue to operate as the second choice location for coach parking providing 9 parking spaces, it is predicted that it would be used to provide coach parking on around 12 occasions on average per season (past 4 seasons). If Hornsey Road was to be used to provide 13 spaces with double stacking, then it is predicted that it would be used on approximately 1.25 occasions per season on average, with the full capacity not required within the past 4 seasons, the maximum number being 10 on three occasions. The variation in the number of times Hornsey Road would be used and the number of coaches it would accommodate is as a result of differing requirements for segregation for different games and different combinations of full size coaches and smaller minibuses.

Residential amenity

- 8.79 Adjacent to the northeast of the proposed coach parking area are numerous low rise and high rise residential blocks within the Harvist Estate. Adjacent to the west of the coach parking area are three storey terraces fronting Hornsey Road, which comprise a mix of commercial and residential uses at ground floor level with residential accommodation on the upper floors. The closest residential block, within the Harvist Estate, to the most northern coach parking space, is Everett House, which is located approximately 22.5m away.
- 8.80 The terraced properties located on the west side of Hornsey Road (comprising a mix of commercial and residential uses at ground floor level with residential accommodation on the upper floors) would be approximately 14m from the coaches parked on the opposite side of the road if up to 9 coaches were parked in single file. If 4 coaches were parked double stacked, the nearest coaches would be approximately 9m from the nearest terraced properties on the west side of Hornsey Road: 66 Jackson Road and 49-51 Hornsey Road.
- 8.81 It is necessary to note that: 66 Jackson Road is located approximately 85m from the Stadium, comprises a convenience retail shop at ground floor level with residential accommodation above, and this property is orientated with residential windows that would not face towards the parked coaches; 49-51 Hornsey Road is located approximately 105m from the Stadium and comprises a vacant commercial unit at ground floor level with residential accommodation above.
- 8.82 The continued use of Hornsey Road as second priority location for coach parking would unavoidably result in some additional noise and disturbance for some residents living on and close to Hornsey Road on match days. However, the impact, which continuing to provide on-street coach parking on Hornsey Road would have on residential amenity, needs to be considered in the context of the overall level of match day noise and disturbance experienced by residents of properties located in such close proximity to the Stadium.

- 8.83 Officers consider in line with previous assessment that the proposed coach parking layout would provide the benefit of focusing operations and the associated impacts as close to the Stadium as possible, allowing coaches to be loaded as quickly as possible ready to depart after matches. The proposed layout would allow the MPS and AFC stewards to more easily control and limit the movement of spectators travelling by coach, keeping them further away from both the Harvist Estate and the Tollington Public House, thereby reducing the impact on a large number of residents within the Harvist Estate and reducing the opportunity for anti-social behaviour.
- 8.84 At present Arsenal FC instruct 3 stewards in this location to ensure efficient coach parking, enforce required behaviours and ensure that coach spectators proceed directly to the stadium without loitering outside the Harvist Estate further reduces the potential for noise and associated disturbance. Stewards will also continue to ensure that spectators do not try to enter the Harvist Estate. Arsenal FC stewards will continue to require that coach vehicle engines not be left idling whilst parked in this location (except for very limited times associated with engine warm-up).

Summary

- 8.85 Officers consider that as previously assessed, the impact on residential amenity, which coach parking would have, needs to be considered in the context of the overall level of match day noise and disturbance experienced by residents of properties located immediately adjacent to the Stadium.
- 8.86 Overall, taking into account that match day coach parking is well established on Hornsey Road (having operated for 13 football seasons), and the high level of noise and disturbance which residents on Hornsey Road would experience on match days anyway, regardless of coach parking (due to the influx of 60,000 football fans into the local area), it is considered that subject to the operation of coach parking in strict accordance with the controls required by the LAMP, this would not result in unacceptable harm to the amenity, safety or security of local residents

Sobell Centre

- 8.87 The Sobell Centre is a multi-purpose public sports centre located on the corner of Hornsey Road and Tollington Road approximately 500m to the northwest of the Emirates Stadium. The main car park at the Sobell Centre has been used as the



second priority location for coach parking for 14 previous football seasons and was used as the third priority location for the 2014/15 season. Initially the Sobell Centre provided capacity for the parking of up to 18 coaches, but this was reduced to 12 coaches following the creation of two small sided-football pitches on part of the car park.

- 8.88 Figure 8.1 (from the submitted planning statement) shows the parking layout and arrangement for both arrangements to park 8 coaches (in single file; in green) and 8 double stacked (in two parallel lines; in green/pink).
- 8.89 It is proposed that the Sobell Centre would continue to provide capacity for parking up to 12 coaches as the third priority location behind Queensland Road and Hornsey Road, as requested by the MPS.
- 8.90 The proposed parking layout within the Sobell Centre car park has been proven, through testing, to be the most efficient method of parking coaches within the available space.
- 8.91 Arsenal FC has made use of coach parking arrangements at the Sobell Centre for 23 matches (13% of all matches) over the last six football seasons; this represents an average of four uses per year. Over the last two seasons, this location has been used only four times (twice per football season).

Access

- 8.92 Spectator coach routes to and from the Sobell Centre site are shown on Figure 8.2 (from the submitted planning statement). Visibly, coaches follow a direct route along Hornsey Road and past the Stadium to reach the Sobell Centre. As Hornsey Road closes two hours before the match, coaches assigned to Sobell Centre parking must arrive prior to these road closures in order to reach the site and park.

- 8.93 Coaches will use the match day crossover on Hornsey Road to enter the car park; this entrance is located between Sobell Centre on-site Car Parking Spaces 62 and 63 (as shown in Figure 8.1). This access is for exclusive use by spectator coaches on match days only and will be closed with lockable bollards at all other times. These coaches will depart via the gates on Beriman Road and turn right onto Tollington Road.
- 8.94 The site underwent a fire and safety audit in 2006 and the London Fire and Emergency Planning Authority (LFEPA) concluded that the arrangements would not obstruct fire tender access to the Sobell Centre. Fire access was not raised as an issue as part of the 2015 application (LPA ref: P2015/1142/AOD) following the partial redevelopment of the site to provide additional pitches. Based on this, it is believed that fire tender access will remain unobstructed when coach parking arrangements are used to capacity.

Forecast of use

- 8.95 Based on usage over the last two football seasons, it is predicted that the Sobell Centre will be used for approximately two fixtures per season for the foreseeable future.

Residential amenity

- 8.96 Detailed arrangements for the management of spectator coaches at the Sobell Centre are set out in the LAMP. Arsenal FC would provide on-site (6) stewards to manage the arrival and departure of spectators from coaches at the Sobell Centre. This equates to one steward for every two coaches. The stewards present at the Sobell Centre would act to expedite the movement of arriving spectators towards the Stadium, and the departure of coaches away from the site after the match, would advise drivers to switch off coach engines while parked, and would manage the behaviour of spectators where required to ensure the users of the Sobell Centre are not affected nor are those properties located on Kinloch Street and Thane Villas to the rear of the car park.

Impacts on Sobell Centre

- 8.97 Some concern has been raised in regards to the impacts on the centre itself, regarding its ability to facilitate parking for users and for the ability of future development within the site.
- 8.98 The total capacity of the Sobell Centre car park is 120 car parking spaces. These are all available for general public usage, except 12 bays within a separate car park adjacent to the entrance of the centre, which are exclusively for blue badge holders and staff (this separate car park is not affected by the coach parking proposal). 12 match day coach parking bays are designated at the east side of the main car park. This area of the car park is regulated by flip down signs (operated at the discretion of the MPS) that prohibit car parking in order to allow for coach parking.
- 8.99 The layout of the coach parking within the Sobell Centre car park has been designed to accommodate the maximum number of coaches, within the smallest possible space, in order to minimise the impact upon available car parking spaces for sports centre users. On match days when the Sobell Centre is used to provide capacity for coach parking, the number of car parking spaces available to the public is reduced to 75. Officers acknowledge that the level of demand for car parking spaces is dependent upon whether sports events are being held at the centre, with weekend morning events for children appearing to attract a high level of parental support and associated parking demand. Consequently, it is considered that the retention of a supply of 75 publicly available parking spaces, is sufficient to meet the demands of sports centre users,

provided they are not taken up by football spectators travelling to the Emirates Stadium.

- 8.100 Additionally, officers would also note that, the centre has been used on 2 occasions per the past two football seasons, meaning any impact over the course of the 365 calendar day is minimal and would not result in such significant impact to change the arrangements.

Concern has been raised by the council as landlord of the site that the inclusion of the Sobell Centre Car Park within the coach parking arrangements may jeopardise future development at the centre. The football club will need to seek a separate agreement to use the Sobell Car park for coach parking. In the event that this agreement is no longer forthcoming because of proposals to redevelop the site – or any other reason - then the football club would need to make alternative arrangements. It would be open to the club as the applicant, to make a fresh application in the future should there be a desire to seek alternative locations to the Sobell Centre car park and this would be done in discussion with the council to ensure that any suggested locations are judged to be reasonable and suitable. It would also be in the interests of the Council to ensure that safe and effective locations are found and agreed. However, the existing order of priority does make available alternative sites so there is already inbuilt provision within the details being approved, which deal with such a scenario arising. In the circumstances it is proposed that in the event that the Sobell Centre is no longer available for coach parking then the order of priority for parking of coaches would move directly to Hornsey Street (or such other location as directed by the MPS).

Summary

- 8.101 In summary, match day coach parking is well established at the Sobell Centre, having operated for the past 14 football seasons. The current proposals would limit the number of times this site would be used for coach parking to a likely maximum of 2 times per season and potentially down to zero occasions if Hornsey Road provides capacity for 13 coaches with double stacking.

Hornsey Street

- 8.102 Hornsey Street is a cul-de-sac, with a 7m wide carriageway, located to the southwest of Holloway Road (A1). To the southwestern end of the road is a mini roundabout, which provides vehicular access to the Islington Waste Recycling Centre. Hornsey Street is located approximately 500m to the southwest of the Emirates Stadium and is outside the match day traffic restriction zone.



8.103 Figure 9.1 of the submitted planning statement (above) shows the parking layout for 11 coaches on Hornsey Street.

8.104 It is proposed to continue to use the northwest side of Hornsey Street as the fourth priority coach parking location, providing capacity to park up to 11 coaches on match days. The use of Hornsey Street has been limited by condition to a maximum of twice per football season, unless otherwise needed to meet the operational requirements of the MPS.

8.105 The MPS only supports the use of Hornsey Street for the parking of home (Arsenal) supporters' coaches for 'high risk' matches when it is deemed necessary to have significant segregation of coaches carrying home and away supporters, or when the first three priority sites (Queensland Road, Hornsey Road and the Sobell Centre) have reached capacity.

8.106 The location has not been used for spectator coach parking during the last four seasons from the information submitted.

Access

8.107 Access to Hornsey Street for spectator coaches is directly from and to Holloway Road (part of the Transport for London Road Network).

8.108 On arrival, coaches would travel along Hornsey Street and make a U-turn around the mini-roundabout to park along the north side of the carriageway. This allows doors to be opened onto the footway and to ensure coaches are facing the right direction for

quick and easy departure. The mini-roundabout has a diameter of 15m which is insufficient for 12m coaches to turnaround in one manoeuvre. Therefore, coaches are required to make a three-point turn at the mini-roundabout at the end of Hornsey Street when turning around; this manoeuvre is shown in Figure 9.2 of submitted planning statement for reference. This swept path analysis shows that coaches will be able to continue to make the three-point turn without damaging the kerb.

- 8.109 As per the previous assessment, it should be noted that the Holloway Road / Hornsey Street junction is controlled by signals with separate filter lanes for vehicles turning left and those either turning right or heading straight. It is not envisaged that there would be coaches queuing to leave Hornsey Street after the match, and it is considered that the additional vehicle trips are minimal and would not have a material impact on the Holloway Road / Hornsey Street junction and traffic flow on the surrounding streets. It is expected that all coaches parked on Hornsey Street would depart within an hour from the end of the match. One objection has queried the use of parking bays and lanes on Holloway Road, additionally it has also been advised that existing parking bays on Holloway Road between the junctions of Hornsey Road to Jackson Road should be considered. Whilst this is acknowledged, the current parking arrangements, that have been agreed between TFL, MPS and the applicant appear to be the most practical and safe means of spectator coach parking and access to the stadium for home fans, on the two occasions that may take place during the football season. No evidence has been forthcoming for there to be any alterations to this arrangement.

Forecast of use

- 8.110 From the submitted data, this location may be used up to two occasions per season on the occasion that segregation is required between spectators supporting Arsenal FC and an opposing team. It is predicted that the location is unlikely to be used, based on the past four seasons not requiring the location for coach parking. Nevertheless, this location, is considered a safety net location (for two occasions per season), which can be used when atypical circumstances occur, in line with the advice from MPS, which is fundamental to public safety. One comment was received, noting that this location and that of Sobell should be removed due to the clear infrequent use. Whilst this is noted, the request from the MPS in regards to public safety should be adhered to, until further guidance is given that in the future these locations could be altered or removed.

Residential amenity

- 8.111 Hornsey Street consists of commercial units at ground level with high density residential blocks above along both sides of Hornsey Street. As such, coach parking on match days has the potential to cause noise or associated disturbance to local residents.
- 8.112 A number of objections have been received based on noise and disturbance to residents on match days, where this location would be used (no more than twice per season). Based on the four past 4 football seasons, there has been no use of the street for coach parking, and therefore no formal complaints have been received in this regard.
- 8.113 Hornsey Street would only be used to park coaches carrying home (AFC) supporters, in order to minimise the risk of public disorder, due to the fact that Hornsey Street is further away from the Stadium than the first three priority locations, and requires spectators to cross the A1 Holloway Road.

- 8.114 For previous seasons AFC have provided up to 4 on-site stewards to manage the arrival and departure of coaches and spectators from Hornsey Street. This approximately equates to one steward for every 3 coaches. This would continue under the current proposals. The stewards present when Hornsey Street is used, would act to expedite the safe movement of arriving spectators towards the Stadium, and the departure of coaches away from the site after the match, would advise drivers to switch off coach engines while parked, and would manage the behaviour of spectators where required.
- 8.115 Given the likelihood of Hornsey Street being used for coach parking, it is considered unlikely that noise or associated disturbance could become a recurring or significant issue.

Impacts on local car parking

- 8.116 It is noted that a number of objections have been received regarding the impact on local car parking down Hornsey Street, on occasions where the parking bays would be required to be allocated for spectators of Arsenal FC.
- 8.117 On occasions when Hornsey Street is required for spectator coach parking it would be necessary to suspend approximately 30 on-street parking bays. Therefore, on these occasions, the MPS would notify the council of the requirement to suspend the parking bays, at least 14 days in advance of the match. Subsequently, plates would be attached to parking bay suspension signs on Hornsey Street indicating the date of the next match and the requirement to suspend the bays, at least 10 days prior to the match where possible. One day before the match is due to take place, special signs would be revealed clearly indicating the suspension of parking bays on Hornsey Street. Cones would be placed along the relevant sections of Hornsey Street to reinforce no waiting and loading restrictions during the morning of the match day.
- 8.118 In instances where only part of the 11 coach parking capacity is required, the layout of the coach parking would be rearranged to minimise the impact on servicing of ground floor commercial uses and to limit the number of car parking spaces that would need to be suspended on Hornsey Street.
- 8.119 Given the fact that Hornsey Street would only be used for the parking of coaches up to twice per football season (unless further needed as a result of MPS operational requirements), subject to appropriate management in line with the controls set out in the updated LAMP, it is considered that the proposal would not have an unacceptable impact on the availability of on-street parking, or the continued safe operation of the highway.

Summary

- 8.120 Given the fact that Hornsey Street would only be used for the parking of coaches up to twice per football season (unless further needed as a result of MPS operational requirements), subject to appropriate management in line with the controls set out in the updated LAMP, it is considered that the proposal would not have an unacceptable impact on the availability of on-street parking, or the continued safe operation of the highway.

Finsbury Park

- 8.121 Finsbury Park is a large public open space providing facilities for a wide variety of formal and informal sports and activities. Finsbury Park is located just outside the

borough within the London Borough of Haringey. The park has been used to provide additional coach parking capacity in exceptional circumstances for all previous 14 football seasons. It is proposed that this would continue for the 2019/20 season and beyond.

- 8.122 On the infrequent occasions when Finsbury Park is required for spectator coach parking, AFC would contact Haringey Council Parks Department to make arrangements for the use of the park. Haringey Council have confirmed in writing that this has been agreed.
- 8.123 AFC have confirmed previously that they are willing to accept a condition limiting the use of Finsbury Park to exceptional circumstances only, as has happened for 14 previous football seasons played at the Emirates Stadium.
- 8.124 Finsbury Park has been used in only one circumstance, this was in 2016/17 for an FA Cup quarter final fixture with Lincoln City. This fixture required 35 coaches, and were parked at Finsbury Park given all fans travelling from Lincoln required coach travel. The numbers travelling correlate with Lincoln City's first FA Cup quarter final in over 100 years and their non-league status (at this time) bringing almost 9,000 fans.

Summary

- 8.125 It is considered that the continuation of this situation would not result in unacceptable harm to the amenity and enjoyment of local residents, or unacceptable restrictions on access to public open space.

Emissions and public health

- 8.126 A number of objections have been raised in regards to the Climate Emergency, increased emissions and the quality of air, and the impacts of the coach parking on local resident's health. These are valid objections, however, it is considered that the applicants proposed mitigation strategies in regards to engines idling can mitigate the harm identified. In conjunction with stewards and Islington Council officers, officers have the power to give warnings, enforce penalties, dismiss coach vehicle operators, issue Penalty Charge Notices (PCNs) and contact the Metropolitan Police (MPS) in exceptional circumstances.
- 8.127 It should be stressed, that the use of coach parking locations as noted within the information submitted is very much dependent on the geographical origin of the opposing team.
- 8.128 Ultimately, officers acknowledge, that the arrangements that have taken place during the past 14 football seasons involve the need for coach parking as a means of transport for away fans, and also more evident within this application, supporters of Arsenal FC, from other parts of the country that may live in more isolated parts. Whilst other modes of sustainable transport such as bikes and other modes of sustainable transport would reduce emissions, the nature of the activity does require coach parking.
- 8.129 In summary, it is noted that the use of coaches is decreasing, as are the use of the locations, in particular the sparing use of Sobell Centre and Hornsey Street, based on the current trend, the use of coach parking will continue to decrease as sustainable means of transport evolve and improve.

9. Planning Obligations, Community Infrastructure Levy and local finance considerations

9.1 Approval of coach parking arrangements for the approaching 2019/20 football season and beyond is subject to the applicant entering into a S106 legal agreement to cover the following matters:

- Operation of the coach parking scheme to cover football (soccer) matches for the 2019/20 season onwards;
- Restrictions to limit the use of Hornsey Street for coach parking to not more than twice per football season, unless required by the MPS;
- Restrictions to limit the use of Sobell Centre Car Park for coach parking to not more than twice per football season, unless required by the MPS
- In the event that the Sobell car park is no longer made available for use, then the order of priority for parking of coaches will move directly to Hornsey Street (or such other location as directed by the MPS).
- The coach parking arrangements to form part of the updated Local Area Management Plan and Monitoring Programme and also acknowledged in the Stadium Travel Plan;
- Traffic Management Order – The costs of preparation and implementation of any Traffic Management Order (if needed) to be covered by AFC;
- Maintenance works for the Sobell Centre car park - The costs of any maintenance works or repair to the car park (if needed) to be covered by AFC;
- Match day signage; and The scheme of coach parking locations and the practical mechanics of their operation on match days

This would largely replicate the requirements of the legal agreement which was entered into for the preceding seasons and which was before the Inspector at the public inquiry in July 2009.

10. SUMMARY AND CONCLUSION

Summary

- 10.1 The temporary permission for coach parking in relation to football matches at the Emirates Stadium expired at the end of the 2018/19 season. Therefore, it is necessary to secure agreement for coach parking arrangements to cover the upcoming 2019/20 season and beyond.
- 10.2 The Inspector stated in his reasoning (para. 16 of the appeal decision), *'It may be highly desirable to all concerned to agree a long term solution to coach parking in association with use of the stadium. It may also be preferable that all or most of the provision should be off-street and controlled by Arsenal FC. Those are not however requirements of the amended condition.'*

- 10.3 It is apparent, from the number of objections received from local residents (as a result of public consultation), that despite implementation of the mitigation measures promoted by the LAMP (such as the provision of stewards), the operation of coach parking arrangements over previous seasons, have been perceived to be detrimental to residential amenity, particularly in terms of noise and disturbance. However, provided coach engines are switched off, and the disembarkation and re-boarding of spectators onto coaches is appropriately managed by stewards at each location, it is considered that these impacts could be adequately mitigated. It is clear that it would not be possible to eliminate these impacts, but the impacts associated with coach parking, need to be assessed in light of the existing unavoidable noise and disturbance that occurs in the local area surrounding the Stadium on match days, as a result of the influx of 60,000 spectators travelling to and from the Stadium, the majority of which do not arrive by coach.
- 10.4 Based on data collected over past seasons, it is anticipated that there will continue to be a requirement to provide capacity for parking a minimum of 40 spectator coaches to accommodate demand generated by matches played at the Emirates Stadium. There will be occasional requirement for greater capacity if AFC progress through the rounds of cup competitions, although this has not been so frequent when assessing the data from the past four football seasons. However, it should be noted that any future exceptional coach parking demand can be accommodated at Finsbury Park as confirmed by Haringey Council.
- 10.5 From the most up to date data Queensland Road has frequently been used due to its priority location (97% of matches) and Hornsey Road is the second most used location (36% of all matches) with a general decrease over the years although this is not entirely consistent, whilst Hornsey Street has not been used at all for the past 6 football seasons. The frequency of use of the Sobell Centre has been reduced to only two occasions within the past two football seasons. The reductions in overall coach travel does alleviate the number of events or incidents that have taken place, meaning the number of registered complaints have been few and far between from the data received. AFC do have several avenues in regards to feedback and will continue to be made available to members of the public to permit the submission of comments and complaints; these include: Members of the public are encouraged to approach and interact with Arsenal FC stewards at each coach parking locations, although the availability of stewards to discuss complaints may at times be limited by their other responsibilities; an online feedback system is provided via the 'Contact Us' page of Arsenal FC's website. AFC maintains close working relationships with LB Islington, the MPS and other local stakeholders to ensure that feedback submitted to these organisations is received and acted upon.
- 10.6 The proposed arrangements would continue to facilitate transport to the Stadium by means other than car-based transport, which accords with the reason why condition AG16 was imposed. The impact upon traffic flows and the displacement of parking, as a result of the proposal, would be limited to temporary periods on match days, and is considered to represent the least harmful solution currently available. Having regard to the characteristics of each location, there are no significant safety concerns identified by consultees. This includes the consideration of pedestrian flows between the coach parking locations and the Stadium, which would be under controlled conditions provided by stewarding as specified in the LAMP. Overall, the proposal including: the coach parking locations; numbers of parking spaces; the access and egress for coaches to and from these locations in the highway network; as well as pedestrian movements to and from the Stadium, are considered to represent a workable solution that could be safely accommodated within the highway network on match days.

- 10.7 In summary, it is considered that, subject to the associated amenity and highways impacts being appropriately mitigated by the control measures set out in the LAMP, the proposed coach parking arrangements, with locations set out in the order of priority as proposed, represent the best available option, which would present the least harmful and most practical solution to the on-going issue of match day coach parking requirements going forward.
- 10.8 In light of the above, it is concluded that subject to a condition (Condition 1) restricting the use of Hornsey Street to no more than two occasions per football season, (Condition 3) a condition restricting the use of Sobell Centre car park to no more than two occasions per football season, a condition (Condition 2) restricting the use of Finsbury Park to only exceptional circumstances, and subject to the mitigation measures required by the S106 Agreement, the proposal would comply with the relevant policies within the Islington Development Plan (as set out in Appendix 2) and the NPPF. Therefore, it is considered that the proposals would represent the best available solution to satisfy the requirements of condition AG16 during the 2019/20 season and beyond.
- 10.9 The conclusion, that the proposed coach parking arrangements are considered to be acceptable, is a decision made on balance, taking full account of the advice provided by the MPS Counter Terrorism Unit, who have made it clear that the parking of coaches within the Stadium undercroft remains unacceptable on public safety grounds at the current time and the foreseeable future. This conclusion also takes into account the unacceptable additional highways impacts of the necessary security and safety measures associated with the parking of coaches within the undercroft, in a scenario where this would be allowed by the MPS.

Conclusion

- 10.10 It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That approval of details be granted for coach parking arrangements in relation to condition AG16 of planning permission ref: P061170, to cover all home football (soccer) matches for the 2019/20 season and beyond, subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service:

1. Operation of the coach parking scheme to cover football (soccer) matches for the 2019/20 season and beyond;
2. Restrictions to the use of the Hornsey Street parking location to not more than twice per year unless required by the MPS;
3. Restrictions to the use of the Sobell Centre car park location to not more than twice per year unless required by the MPS;
4. In the event that the Sobell car park is no longer made available for use, then the order of priority for parking of coaches will move directly to Hornsey Street (or such other location as directed by the MPS).
5. The coach parking arrangements to form part of the updated LAMP and Monitoring Programme and also acknowledged in the Stadium Travel Plan;
6. Traffic Management Order – The costs preparation and implementation of any Traffic management Order (if needed) to be covered by Arsenal Football Club;
7. Maintenance works for the Sobell Centre car park - The costs of any maintenance works or repair to the car park (if needed) to be covered by AFC;
8. Match day signage; and
9. The scheme of coach parking locations and the practical mechanics of their operation on match days.

That, should the **Section 106** Deed of Planning Obligation not be completed within 13 weeks / from the date when the application was made valid, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

ALTERNATIVELY, should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure to the heads of terms as set out in this report to Committee.

RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following, and that there is delegated to each of the following: the Head of Development Management , the Team Leader Major Applications and the Team Leader Planning Applications to make minor changes (additions removals or amendments) to the conditions:

List of Conditions:

1	Restriction on use of Hornsey Street
	<p>CONDITION: Coach parking at Hornsey Street shall be limited to the parking of not more than 11 coaches, not more than twice per football season, unless increased usage is required by the Metropolitan Police Service, in consultation with the London Borough of Islington, for safety and/or security reasons.</p> <p>REASON: In order to balance the requirements to provide adequate match day coach parking capacity, to maintain public safety, to maintain residential amenity, and to minimise highways impacts.</p>
2	Restriction on use of Finsbury Park
	<p>CONDITION: Coach parking at Finsbury Park, in association with AFC, shall be limited to exceptional circumstances only.</p> <p>REASON: In order to balance the requirements to provide adequate match day coach parking capacity, to maintain public safety, to maintain residential amenity, to maintain public access to and enjoyment of the public open space at Finsbury Park, and to minimise highways impacts.</p>
3	Restriction on use of Sobell Car Park
	<p>CONDITION: Coach parking at Sobell Car Park shall be limited to the parking of not more than 11 coaches, not more than twice per football season, unless increased usage is required by the Metropolitan Police Service, in consultation with the London Borough of Islington, for safety and/or security reasons.</p> <p>Should the Sobell car park no longer be available for use, then the order of priority for parking of coaches will move directly to Hornsey Street or such other location as advised by the MPS, in consultation with the London Borough of Islington, for safety and/or security reasons.</p> <p>REASON: In order to balance the requirements to provide adequate match day coach parking capacity, to maintain public safety, to maintain residential amenity, and to minimise highways impacts.</p>
4	Order of Priority
	<p>CONDITION: The coach parking locations hereby agreed shall be used in the approved order of priority as set out below unless the Sobell Centre</p>

	<p>car park is no longer available and/or a different order of priority is required by the Metropolitan Police Service, in consultation with the London Borough of Islington, for safety and/or security reasons.</p> <p>1 - Queensland Road (18 spaces) 2 - Hornsey Road (9 spaces / 13 spaces) 3 - Sobell Centre (12 spaces) 4 - Hornsey Street (11 spaces) 5 - Finsbury Park (90+ spaces only to be used in exceptional circumstances)</p> <p>REASON: In order to balance the requirements to provide adequate match day coach parking capacity, to maintain public safety, to maintain residential amenity, and to minimise highways impacts.</p>
5	Approved drawings and documents
	<p>CONDITION: The development hereby approved shall be carried out in strict accordance with the following approved documents:</p> <p>Emirates Stadium Coach Parking 2019 Application (June 2019) by Steer</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>

List of Informatives:

1	S106
	<p>SECTION 106 AGREEMENT</p> <p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</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 2019 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 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London

- 6 London's transport
 - Policy 6.1 Strategic approach
 - Policy 6.2 Providing public transport capacity and safeguarding land for transport
 - Policy 6.3 Assessing effects of development on transport capacity
 - Policy 6.10 Walking

- 7 London's living places and spaces
 - Policy 7.1 Building London's neighbourhoods and communities
 - Policy 7.2 An inclusive environment
 - Policy 7.3 Designing out crime
 - Policy 7.4 Local character
 - Policy 7.5 Public realm
 - Policy 7.13 Safety, security and resilience to emergency
 - Policy 7.14 Improving air quality
 - Policy 7.15 Reducing noise and enhancing soundscapes

- 8 Implementation, monitoring and review
 - Policy 8.1 Implementation
 - Policy 8.2 Planning obligations

B) Islington Core Strategy 2011

Spatial Strategy
Policy CS2 (Finsbury Park)
Policy CS3 (Nag's Head and Upper
Holloway Road)

Infrastructure and Implementation
Policy CS18 (Delivery and
Infrastructure)
Policy CS19 (Health Impact
Assessments)
Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM8.6 Delivery and servicing for new developments

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

E) Site Allocations June 2013

Queensland Road: Site Allocation HC5

5. Designations

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

- Queensland Road: Site Allocation HC5,
- Highbury Corner & Holloway Road Key Area;
- Hornsey Road: Local Flood Risk Zone;
- Sobell Centre: Nags Head & Upper Holloway Road Key Area, Local Flood Risk Zone;
- Hornsey Street: Protected Vista – Alexandra Palace to St Paul's Cathedral

6. Supplementary Planning Guidance (SPG) / Document (SPD)

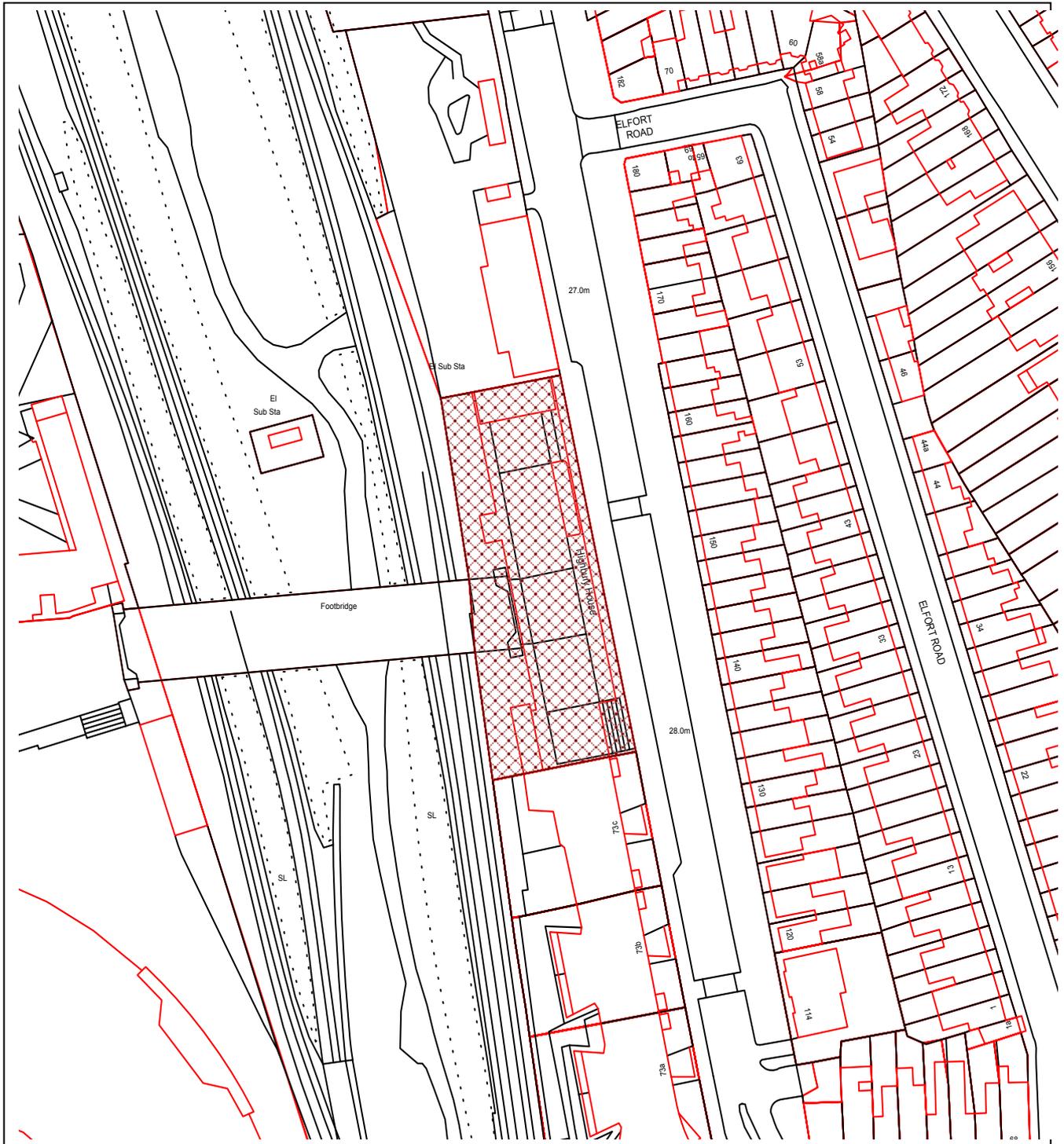
The following SPGs and/or SPDs are relevant:

Islington Local Development Plan

- Planning Obligations and S106

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Islington SE GIS Print Template



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PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 PO Box 3333
 222 Upper Street
 LONDON N1 1YA

PLANNING COMMITTEE		AGENDA ITEM NO:	B3
Date:	9th September 2019		

Application number	P2019/0528/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	Unlisted
Conservation area	Adjacent to Moorfields Conservation Area; Adjacent to Bunhill Fields and Finsbury Square Conservation Area
Development Plan Context	Bunhill & Clerkenwell Key Area; Central Activities Zone (CAZ); City Fringe Opportunity Area; Site Allocation BC24 – Old Street roundabout area; BC3 Old Street; Employment Priority Areas (General); Moorfields Archaeological Priority Area; Adjacent to Local Flood Risk Zone; Adjacent to TLRN.
Licensing Implications	None
Site Address	Old Street Station, Old Street, Islington, London, EC1Y 1BE,
Proposal	Excavation and construction of a new station entrance to provide access to St. Agnes Well and Old Street Station. Construction and installation of a public lift to provide access to St Agnes Well; a service lift and bin store adjacent to the existing clerestory; and associated works including external cladding of the existing clerestory and proposed service lift and bin store.

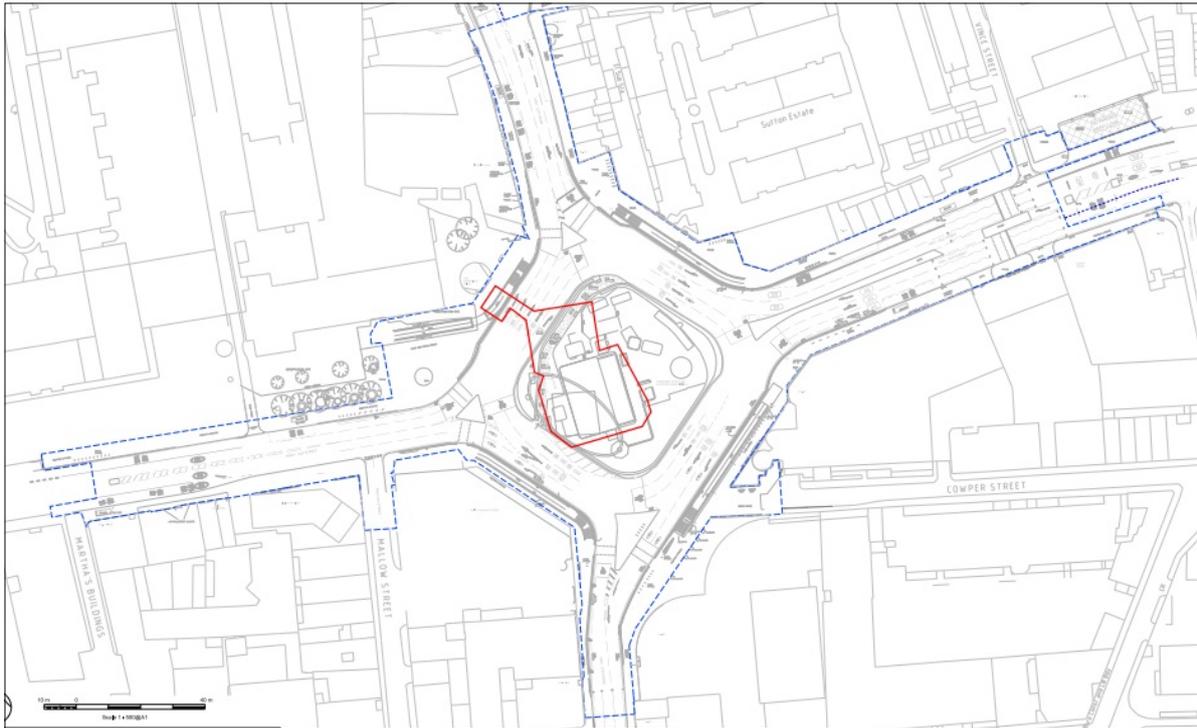
Case Officer	Stefan Kukula
Applicant	Transport for London
Agent	Transport for London

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission:

1. for the reasons for approval;
2. subject to the conditions set out in Appendix 1.

2. SITE PLAN (site outlined in red)



3. PHOTOS OF SITE/STREET

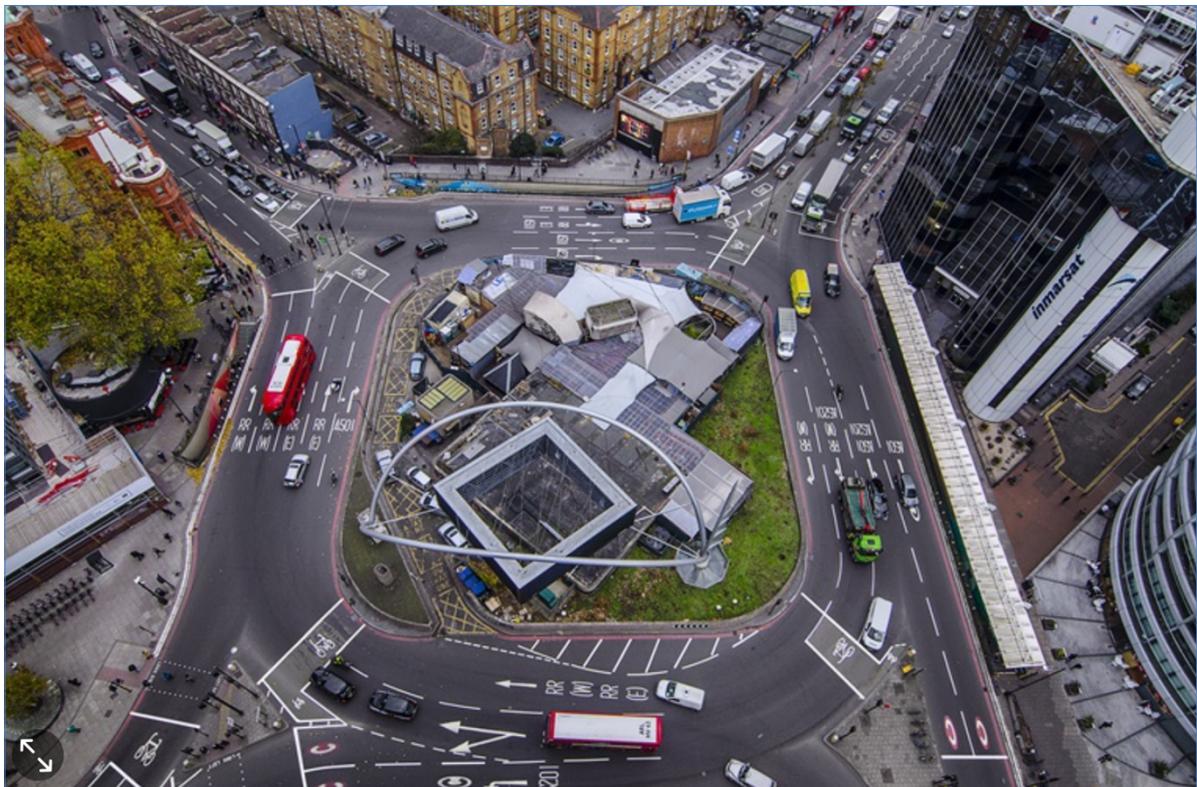


Figure 1: View of Old Street roundabout looking northeast towards Hackney.

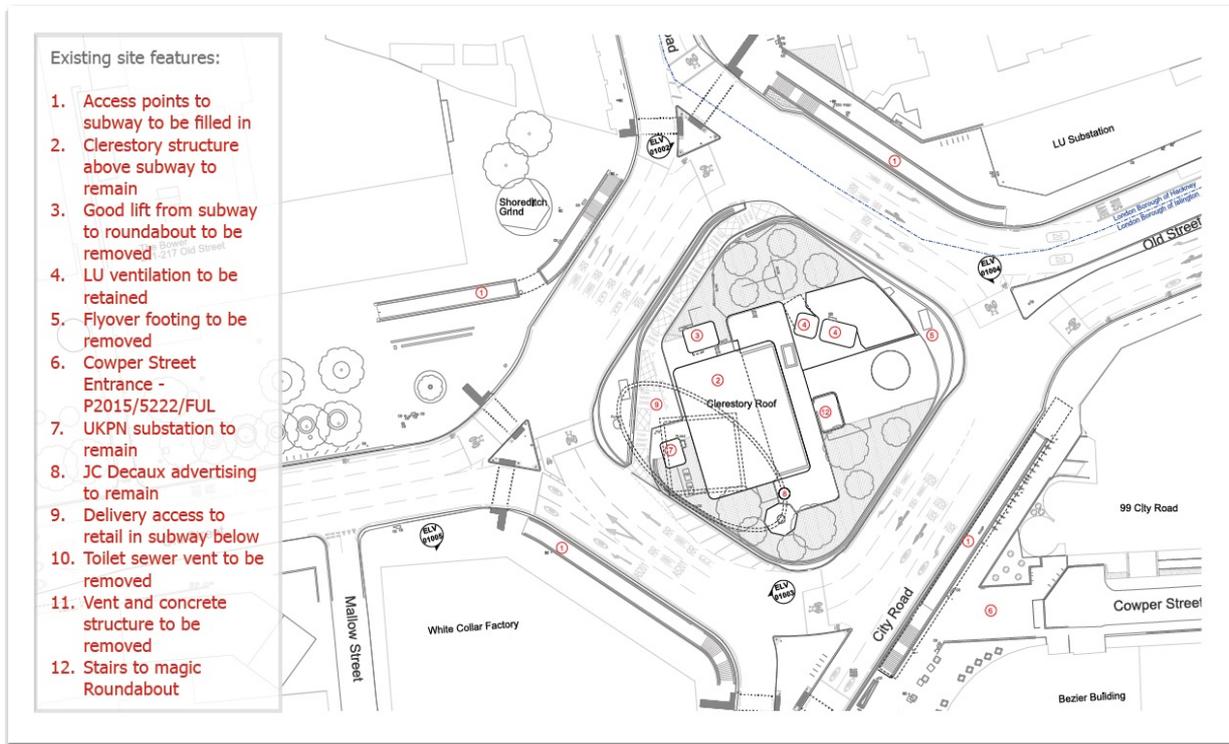


Figure 2: Existing site features



Figure 3: View of Old Street roundabout looking north to south



Figure 4: Old Street roundabout from the north east



Figure 5: Old Street roundabout from the west

4. SUMMARY

- 4.1 Old Street Roundabout is widely perceived as unsafe, unwelcoming and dominated by noise and fumes from heavy traffic flows. The roundabout and its approach arms have historically had a poor collision record due to a number of contributory factors, including poor quality pedestrian facilities, a lack of cycling infrastructure and relatively high traffic speeds through the roundabout compounded by high traffic, pedestrian and cycle volumes, particularly at peak times. Old Street station lacks a sense of place in the public realm and is compromised by a confusing and convoluted layout.
- 4.2 Comprehensive highway and public realm improvements are proposed by TfL, involving the closure of the north-western arm of the roundabout, creating a two-way road system, with the roundabout becoming a peninsula, connected to what is at present the northwest side of the Old Street junction. The objective of the project is to improve the cycle and pedestrian facilities, reduce collisions between different transport users, and provide an enhanced urban realm. Much of the wider gyratory and public realm works is being undertaken through TfL's permitted development rights.
- 4.3 Planning permission is only required for particular elements of the scheme: a proposed new station entrance, a new passenger lift, a refuse store/ plant enclosure and service lift and the installation of new cladding. These elements are crucial to the wider scheme as reconfiguration of the roundabout cannot take place unless a new station entrance is constructed to account for the loss of some of the other subway entrances, including all of the ramped entrances so that cycle lanes can be provided on the road.
- 4.4 The proposal is considered to be essential to support safer cycling in the borough and facilitate a reduction in cycling accidents. The proposal is therefore regarded as a further step towards the wider improvements to the Old Street roundabout area, which would significantly improve cycling and pedestrian safety and the existing poor urban realm. Overall, the proposal is considered to be acceptable in terms of land use, design, heritage impacts, inclusive design, landscaping, neighbouring amenity, servicing and safety and security. The benefits of the proposed development include improved and safer cycling and pedestrian facilities and an enhanced and high quality public realm.

5. SITE AND SURROUNDING

- 5.1 Old Street is one of London's busiest stations, accommodating around 18 million passengers annually, and supports the wider area's economic function, which includes corporate businesses and small knowledge based industries. The station occupies a strategic location midway between the City of London and its concentration of financial service industries and the more local economies of east London. However, the station suffers from a poor layout and is dominated by the roundabout and gyratory.
- 5.2 Old Street Station is located beneath the Old Street roundabout and gyratory, which is at the intersection of Old Street (A5201) and City Road (A501). The junction is the gateway for travelling north to the Angel and the A1, east towards the heart of Shoreditch and Canary Wharf, south to the City and London Bridge, and west to Clerkenwell and the West End.
- 5.3 The below ground station complex features a ticket hall and provides access to the Northern Line and National Rail Line (Great Northern). A series of underground walkways around the ticket hall known as 'St. Agnes Well' accommodates a number of commercial units. The station and the commercial units are accessed by pedestrian ramps and steps running to and from ground level and sited at various locations on both Old Street and City Road.

- 5.4 The north-west, south-west, and south-east corners of the Old Street roundabout are in Islington. The north-east corner is in the London Borough of Hackney.
- 5.5 The site is not located within a Conservation Area, but the Moorfields Conservation Area is immediately to the north and the Bunhill Fields and Finsbury Square Conservation Area is to the south. The Grade II listed Former Leysian Mission building, which is also designated as a local landmark (LL15), is located to the north of the site.
- 5.6 The site is subject to Site Allocation BC24 (Old Street roundabout area), which refers to the reconfiguration of the roundabout and station providing 'an opportunity to reduce traffic impacts, improve access to the station and provide an increased amount of public space'. The site is also located within the Archaeological Priority Area, the Central Activities Zone (CAZ), the City Fringe Opportunity Area, and the Employment Priority Area (General).

6. PROPOSAL (IN DETAIL)

Background

- 6.1 There have been a number of accidents involving collisions between pedestrians/ cyclists and vehicles in the vicinity of the Old Street roundabout and its approach arms. To address the safety issues the roundabout is to undergo major changes to its geometry. The scheme forms part of the Mayor's Transport Strategy for Healthy Streets which promotes projects that encourage walking, cycling and the use of public transport. In addition, quality improvements to the urban environment support the attractiveness of London as a place to do business.
- 6.2 It is proposed by TfL to close the north-western arm of the roundabout, creating a two-way road system, with the roundabout becoming a peninsula, connected to what is at present the northwest side of the Old Street junction, as an extension of the 'Promenade of Light' (a pedestrian area and allée of trees). Two of the stepped and ramped access points on each of the four sides of the roundabout would be removed and replaced by a new station entrance fronting the 'Promenade of Light'. The redevelopment would also include a new station entrance to the south-east at Cowper Street (approved in February 2016, under planning application ref: P2015/5222/FUL), which is currently under construction.
- 6.3 The overarching aim of the wider scheme is to improve the cycle and pedestrian facilities, reduce collisions (particularly with cyclists and pedestrians), and provide an enhanced urban realm. TfL have set out that the main objectives and benefits of the Old Street Roundabout project are as follows:

Objective	Main Benefits
<ul style="list-style-type: none"> Increased and Safer Cycling 	<ul style="list-style-type: none"> Increase in cycle trips Reduction in cycle casualties Improved cycle user satisfaction
<ul style="list-style-type: none"> Increased and Safer Walking 	<ul style="list-style-type: none"> Increase in walking trips Improved ambience to cross roads and walk around the peninsula and easier and more direct interchange into and from LU station
<ul style="list-style-type: none"> Reduced Casualties 	<ul style="list-style-type: none"> Combined reductions in pedestrian and cyclist injuries.
<ul style="list-style-type: none"> Reduced Crime 	<ul style="list-style-type: none"> Reduction in Crime in the Old Street area
<ul style="list-style-type: none"> Quality Bus Network 	<ul style="list-style-type: none"> Journey times (actual and modelled) Journey times reliability

6.4 As a statutory undertaker, TfL is able to carry out much of the wider gyratory and public realm works through permitted development rights. Planning permission is required for a proposed new station entrance, a new passenger lift, a refuse store/ plant enclosure and service lift and the installation of new cladding. Reconfiguration of the roundabout cannot take place unless a new station entrance is constructed to account for the loss of some of the other subway entrances, including all of the ramped entrances so that cycle lanes can be provided on the road.

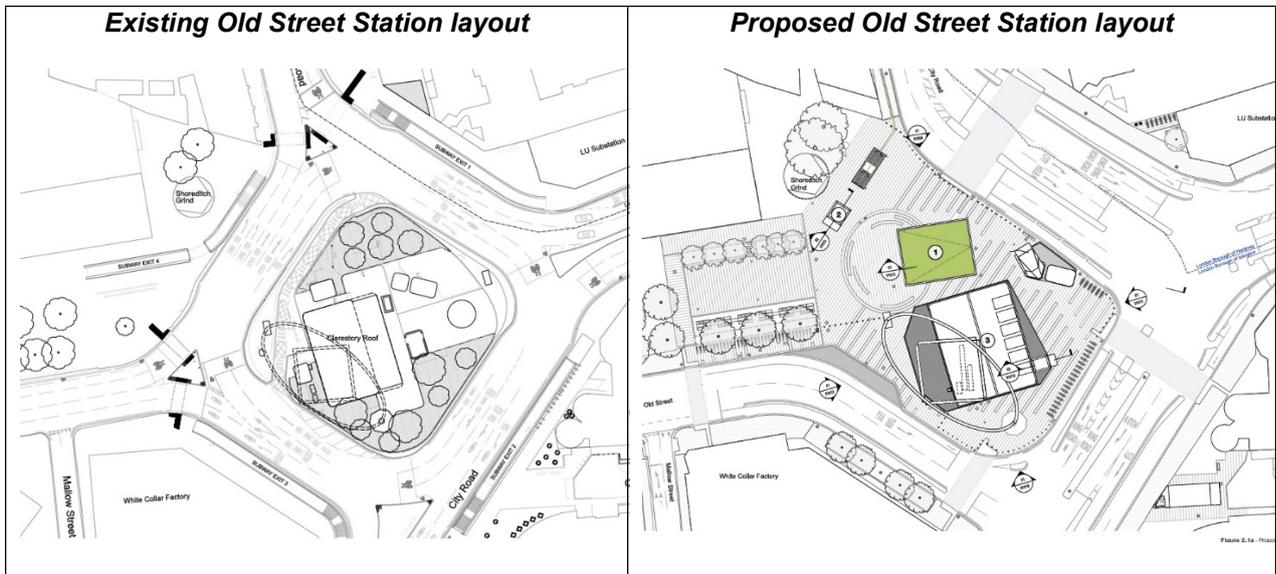


Figure 6: Existing and proposed layouts

The Proposal

- 6.5 The application proposes the excavation and construction of a new main station entrance to provide stepped access to St. Agnes Well and Old Street Station. The new entrance would comprise a predominantly glazed structure supported by a centralised concrete frame. The building would include a green roof system oriented so that its lowest point faces the 'Promenade of Light', an enhanced tree lined area of public realm along the pavement approach at Old Street (west). The green roof will include an irrigation system within the substrate to ensure adequate water is provided. The glass panes forming the side and rear sections of the new entrance would be broken into two with a consistent joint detail along the façade, with the glazing designed to align with a stainless steel external skirting, which is intended to protect the bottom of the glazing from maintenance vehicles. A strip of LED lighting set on the internal side of the glazing would run along the perimeter.
- 6.6 The new entrance building would measure approximately 15.6m in depth and 12.2m in width. The sloping roof design would measure 3.95m in height facing the Promenade of Light, rising to 8.9m in height facing Old Street (east) and City Road (north).
- 6.7 The new main station entrance would enable the closures of subway exit no.1 to the north of the roundabout (between City Road and Old Street (east)) and subway exit no. 3 to the south of the roundabout (adjacent to the White Collar Factory building). The closure of the subway exits would facilitate the widening of the public highway for the installation of additional cycle lanes in order to improve safety and accessibility for cyclists and pedestrians.



Figure 7: Proposed station entrance structure.

- 6.8 A new dedicated passenger lift would be installed at subway exit no. 4 (Moorfields Eye Hospital exit, adjacent to the Shoreditch Grind café) which would replace the existing ramp, whilst the stepped part of the exit would be retained. The passenger lift would travel between two landing levels; one at the St. Agnes Well shopping level and one at surface/street level. The lift would have one entrance at subway level on the eastern face of the lift shaft, and another on the western face at surface level. A surface level entrance canopy extending off the lift shaft would provide shelter for waiting users.

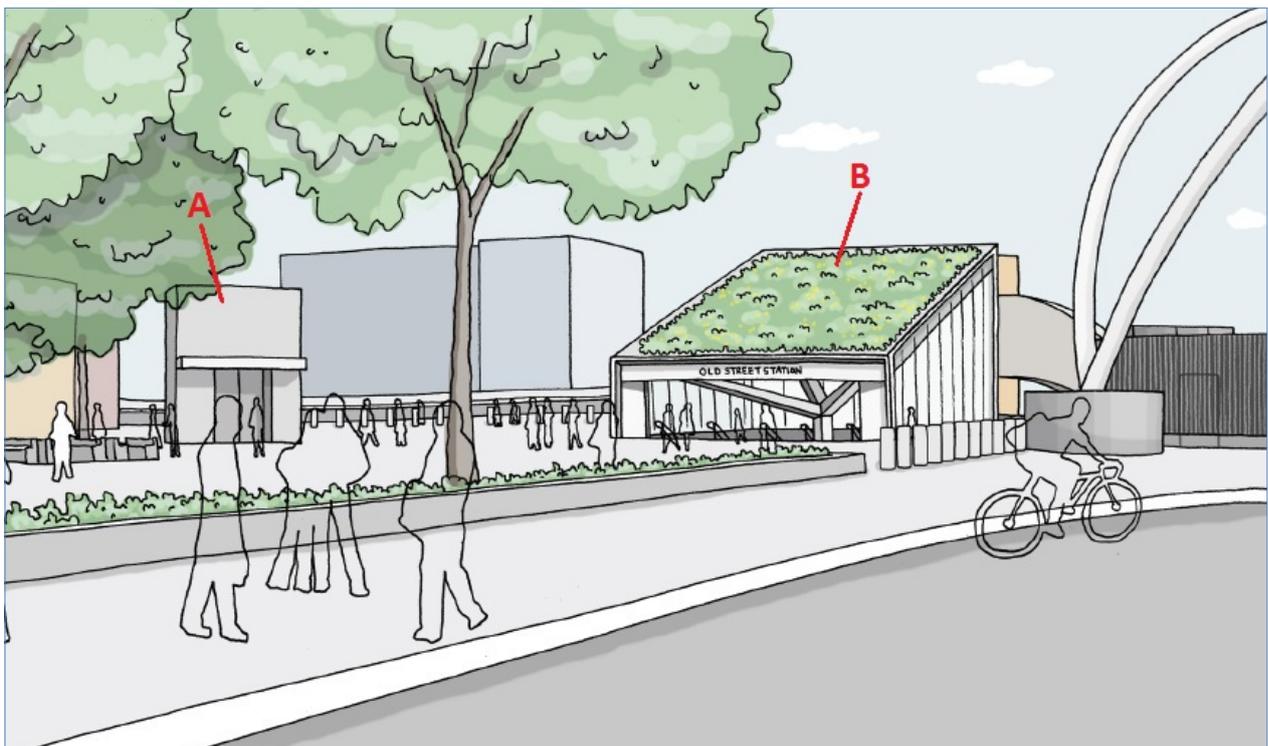


Figure 8: Proposed passenger lift (A) and station entrance (B)

- 6.9 A new back of house area, including a refuse store for the commercial units at St Agnes Well and electrical substation enclosure would be attached to the western facing façade of the existing clerestory structure. A new dedicated service/ goods lift would be attached to the eastern side of the clerestory, near to the south-east corner. The proposed back of house area, servicing lift and existing clerestory roof structure would be clad in vertical ceramic battens, in order to provide a hard wearing, solid and single uniform building appearance.
- 6.10 The new dedicated servicing/ goods lift would travel between two landing levels; one at subway concourse level and one at surface/ street level. The lift would include one entrance at subway level on the western face of the lift shaft, and another on the eastern face at surface level. A surface level entrance canopy extending off the lift shaft would provide protection to the lift shaft and to staff servicing the lift panel.
- 6.11 It is also intended that the servicing/ goods lift would act as a secondary accessible means of escape in an emergency and as a backup accessible means of exit in the event that the main dedicated passenger lift breaks down.

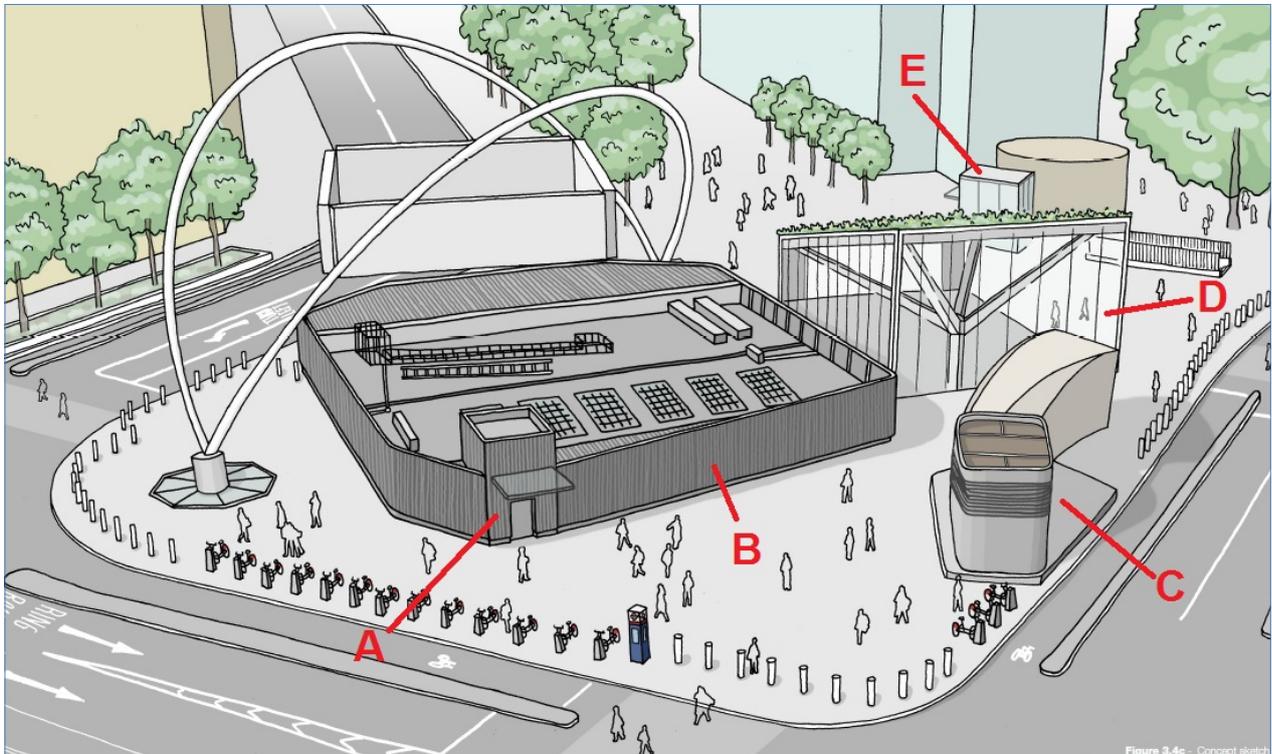


Figure 9: Proposed dedicated servicing/ goods lift (A), new cladding to existing clerestory roof (B), retained ventilation shafts (C), new station entrance (D), and new public lift (E).



Figure 10: Proposed cladding to clerestory roof structure (A), new station entrance (B) and passenger lift (C)

- 6.12 The proposed passenger lift, goods/ servicing lift and refuse store elements are pivotal to the scheme and form an inter-relationship with the new station entrance that would require all elements to be delivered simultaneously for the proposed development to function successfully and ensure the station is accessible and inclusive.

Revision 1

- 6.13 As initially submitted, the application has been amended in two key areas, including a comprehensive redesign of the above ground station entrance structure and the introduction of a second dedicated servicing/ goods lift and enclosed refuse store and plant area.
- 6.14 The application previously proposed that the south facing roof slope of the new main entrance would serve as a public seating terrace, providing eastwards views along Old Street. Officers were concerned that the sloped seating terrace would create safety and security issues that would require robust mitigation and management measures to be put in place. The Metropolitan Police were concerned that it would encourage people to congregate late at night and be used by persons engaged in low level crime and anti-social behaviour, particularly after dark. There was also concern relating to the potential to drop/throw items from the top of the balustrade around the seating, while people could also decide to climb the structure or jump from it. Concern was also raised with regards to the lack of clarity over the operational management of the terraced seating and how this would be maintained and secured when not in use. Subsequently the station entrance structure has been comprehensively re-designed.
- 6.15 Initially, the proposed servicing and waste management strategies were considered to be ambiguous and problematic. It was also proposed that one lift would serve both members of the public as well as the servicing needs (including refuse collection) of the commercial units in St Agnes Well, which officers considered to be unacceptable. As a result, the proposal has now been amended to include a surface level refuse store and a separate dedicated servicing/ goods lift.

7. RELEVANT HISTORY:

7.1 The following is the most recent and relevant planning history for the application site:

- P2017/3243/FUL - Retention of temporary change of use of area within area within roundabout as a restaurant/fast food takeaway/bar event space (Use classes A3, A4,

and A5 uses); temporary retention of the existing fencing and structures and other associated works; ceasing on 31 December 2018 – Approved 9 November 2017

- P2015/5222/FUL - Excavation and erection of a new pedestrian subway entrance at Cowper Street to provide stepped access to and from St. Agnes Well subway retail concourse and Old Street Station entrance – Approved, 3 February 2016
- P2014/3593/FUL - Temporary change of use of area within roundabout above the station as a "pop-up" bar/events/food market space with associated stalls, temporary retention of the existing fencing and structures plus associated works; ceasing on 31st January 2017 – Approved, 3 August 2015
- P2014/1527/FUL - Change of use of a vacant unit within Old Street Station subway (located at Exit 7) from Sui Generis (storage) to A3 (restaurant/cafe) – Approved 3 July 2014
- P072388 - Formation of new pedestrian entrance to Cowper Street elevation and relocation of bin store to internal courtyard including internal alterations. (Listed Building Application P072389 also submitted) – Approved, 9 September 2007
- P072389 - Formation of new pedestrian entrance to Cowper Street elevation and relocation of bin store to internal courtyard including internal alterations. (Listed Building Application P072389 also submitted) – Listed Building Consent Approved, 9 September 2007
- 931706 - Erection of a sculpture on the Old Street Roundabout frontage in front of 99 City Road – Approved, 31 March 1994
- 930694 - Improvements and alterations to Old Street roundabout and St Agnes Well including: - a new canopy to south east exit; new 19m structure to support four internally illuminated boards above roundabout; relining of underground concourse walls; insertion of doors to concourse entrances, and; new roof light – Approved, 4 August 1993

ENFORCEMENT:

7.2 No relevant history.

PRE-APPLICATION ADVICE:

7.3 The applicant sought pre-application advice (ref: Q2018/1481/MJR) in April 2018 for a proposed scheme that would involve a new station entrance, bin store, lift, façade around the clerestory area, the provision for 4no. retail areas and a relocated cycle hire station. Effectively this would form the first phase of a wider masterplan re-design for the roundabout following the wider road changes. The main points of that advice were:

- The principle of the development would be acceptable on the basis that the station entrance building allows improved access to the underground station, improves pedestrian permeability, legibility, circulation and accessibility (particularly for passengers interchanging between bus and tube, walking or bicycle).
- The proposals should integrate closely with the separate 'Iconic Gateway' Design competition and the road transformation, its objectives and timetable.
- Questions and issues were raised by officers in relation to safety and security and the associated practicality of successfully managing a terraced seating area in this location.

Concerns and further questions were raised in relation to accessibility and inclusive design. It was advised that further details of its appearance, use and security management would be required.

- Careful consideration would have to be given to the form of the new entrance building, its detailed appearance and also the idea of its roof being used as public space. Overall the notion of the roundabout as a gateway should be a guiding principle.

8. CONSULTATION

Public Consultation

- 8.1 Letters were initially sent to occupants of 472 adjoining and nearby properties on 18 February 2019. A site notice was displayed on 21 February 2019. The public consultation on the initial proposals therefore expired on 17 March 2019, and a total of 0 responses were received from the public.
- 8.2 Following the submission of amended plans and revised details, a second public consultation was undertaken and letters were sent to occupants of 472 properties on 5 August 2019. The public consultation on the revised proposals therefore expired on 29 August 2019, however it is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.3 At the time of writing this report a total of 0 responses had been received from the public with regard to the application.

External Consultees

- 8.4 **Historic England** – Raised no objection to the proposal and stated that the scheme should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice.
- 8.5 **Greater London Archaeology Advisory Service (GLAAS)** - Raised no objection to the proposal. Although the site lies within an archaeological priority area, it is clear from the submitted Heritage Statement that archaeological material at this location will already have been significantly compromised by the excavation associated with the existing roundabout and station. Therefore, it is unlikely that there will be a significant archaeological impact at this location. As such, the proposal is unlikely to have a significant effect on heritage assets of archaeological interest.
- 8.6 **Metropolitan Police (Design Out Crime)** – No objections to the proposal.
- 8.7 **Thames Water** - Offered no comment on the proposal.
- 8.8 **UK Power Networks** - Offered no comment on the proposal.
- 8.9 **Transport for London Spatial Planning** – Raised no objection to the proposal and stated that the proposed new legible entrances to Old Street station will accompany the roundabout transformation scheme in bringing a step-change to the public realm around Old Street and encourage more people to walk, cycle, and use public transport as opposed to private vehicles, supporting the Mayor's aims for at least 80% of trips across London to be made by active, efficient, and sustainable modes by 2041.
- 8.10 **London Underground Infrastructure Protection** – No objection to the proposal.

- 8.11 **Network Rail** – No objection to the proposal.
- 8.12 **City of London** – Offered no comment on the proposal.
- 8.13 **London Borough of Hackney** – Commented on the initial scheme, confirming that the proposed works are not considered to have any material impact on heritage assets within Hackney.
- Concern was raised with regards to the potential for anti-social behaviour due to the terraced seating on the sloping roof and that a flat green roof would be preferable. *(The terraced seating feature has been deleted from the amended scheme as part of the comprehensive design revisions to the new station entrance - which now include a raised biodiverse green roof).*
 - The wider highway works would remove an existing subway entrance from Hackney that provides access to the Old Street Underground Station, and would increase the width of the roadway from four lanes to six, thereby decreasing the accessibility of the station and increasing the community severance impact of the road. *(The wider highway works do not form part of the scope of this planning application and are being undertaken by virtue of TfL's permitted development rights as the local highway authority).*
 - Reduced accessibility of the station from the northeast is likely to have a detrimental economic impact on the businesses within Hackney. *(The wider roundabout/highway works do not form part of the scope of this planning application).*
 - The proposed public realm and landscaping is an enhancement over the existing but is considered to be a missed opportunity to achieve a really high quality public space. *(The physical and financial constraints associated with the wider scheme are discussed in paragraphs 11.27 and 11.29).*

Internal Consultees

- 8.14 **Access Officer** – Provided the following comments:
- The provision of a second lift for goods and servicing is welcomed.
 - Preference for the free standing passenger lift to be integrated within the envelope of the main entrance. *(TfL have explored this option, but the proposed entrance location is severely constrained by underground utilities, including a main sewer pipe resulting in a lack of scope for an integrated lift. There would also be feasibility issues concerning alignment with the sublevel layout.)*
 - Concern that the different elements on the peninsular form pedestrian pinch points to the edges and that routes should have a 1800mm clear width as a minimum *(Issues regarding the pinch points is discussed in more detail in paragraphs 11.44 to 11.51)*
- 8.15 **Conservation and Design Officer** – No objection to the proposal. The ambition to improve the environment of Old Street Roundabout and the station entrance is welcomed; the scheme presents an opportunity to positively alter the way residents and visitors experience this part of the borough and the wider city.
- 8.16 **Energy Conservation Officer** – No objection to the proposal. The applicant is expected to demonstrate that they have minimised on-site CO2 emissions through maximising

efficiency, supplying energy efficiently and using onsite renewable energy generation (see condition 15).

- 8.17 **Tree Preservation** – No objection to the proposal. The impacts to nearby trees will be limited due to the important amenity value of the two London plane trees located to the north of the Old Street roundabout (and to the east of 207-211 Old Street) and which are protected by a Tree Preservation Order (ref: TPO 273/2006) and to ensure their effective protection throughout the development process pre-commencement Tree Protection conditions have been recommended (see conditions 6 and 7).
- 8.18 **Public Protection Division (Air Quality)** – No objections to the proposal. The changes to the public realm may encourage people to stay longer in the space and hence increase exposure but looking holistically at the whole scheme there are air quality benefits in improving cycling and walking routes and removing vehicle sources from one arm of the gyratory. Planting within the space is encouraged and should be designed with the mitigation of air pollution in mind.
- 8.19 **Public Protection Division (Noise Team)** - No objection to the proposal. Recommended a condition in relation to the installation of mechanical plant (see condition 14).
- 8.20 **Public Protection Division (Land Contamination)** - No objection to the proposal.
- 8.21 **Highways Officer** – No objection to the proposal.
- 8.22 **Strategic Projects and Transport Planning** - Provided the following comments:
- The revised main station entrance design relates well to the surrounding context and existing features. Positively, revision addresses previous concerns regarding legibility and wayfinding, as the entrance structure would be open providing clear sightlines to surrounding destinations.
 - Some concern remains with regards to circulation, accessibility and pinch points surrounding the main station entrance and clerestory roof. (*Issues regarding circulation, accessibility and pinch points is discussed in more detail in paragraph 11.44 to 11.51*).
 - Careful attention should be paid to the materiality and colouring of the clerestory roof wrapping, and where possible, any reduction in the bulk of the wrapping and footprint should be considered. (*The extent of the bulk and footprint of the cladding is discussed in paragraph 11.26. The proposed cladding materials for the clerestory roof structure will be secured through condition 3*).

Other Consultees

- 8.23 **Members' Pre-application Forum** – The first iteration of the proposals were presented on 18th March 2019. Following comments from Members the proposal has been comprehensively revised, including: replacing the public roof terrace seating feature with an elegant glazed structure with a biodiverse green roof, and; the introduction of a second dedicated servicing/ goods lift and an enclosed surface level refuse store.
- 8.24 **Design Review Panel** - The first iteration of the proposed scheme was considered by the Design Review Panel (DRP) on 22 January 2019 and a copy of the DRP comments letter is attached in Appendix 3. Paragraph 129 of the NPPF requires local authorities to have regard to the outcome from early design workshop processes, including any recommendations made by design review panels. Overall the Panel felt that the success of this scheme would come down to legibility and the easy movement of pedestrians across

the site, in particular way finding across a fragmented site with extant and proposed structures which are obtrusive and either introduce, or exacerbate, pinch points. The Panel recommended the following:

- That the design of the proposed new entrance structure be given further consideration to reduce its footprint, thereby allowing greater pedestrian flow around the peninsula; *(This is discussed in more detail in paragraphs 11.44 to 11.51).*
- That the position of the proposed lift ought to be revisited and suggested that it might be less obstructive to have it in the location of the associated stairs to the east of Shoreditch Grind; *(TfL have explored this option, but the proposed entrance location is severely constrained by underground utilities, including a main sewer pipe resulting in a lack of scope for an integrated lift. There would also be feasibility issues concerning alignment with the sublevel layout.)*
- That visual clutter, arising for example from retained ventilation shafts and the proliferation of bollards, needs to be reduced, and that the paving design should be toned down, or match more closely the materiality and design of the public square; *(Issues regarding visual clutter and the retained structures on the new peninsular are discussed in paragraphs 11.27, 11.28, 11.49 and 11.50)*
- That any retained structures will be in need of careful repair restoration, and that Islington ought to have oversight of any new materials to be used in their refurbishment; *(Condition 3 requires details of the cladding materials to the clerestory roof structure and details of any treatments to the retained ventilation shaft structures).*
- That the engineering and viability reports which assessed the retained structures be provided, so as those constraints and costs could be weighed in the balance when assessing the design; *(This is discussed in more detail in paragraphs 11.27, 11.28 and 11.39).*
- That special consideration should be given to the legibility of the East-West routes, understanding that some people might just cross the new space without wanting to access the station. *(This is discussed in more detail in paragraphs 11.44 to 11.51).*

8.25 The DRP have not considered the revised proposal, however, it is considered that the proposed design does mitigate some of their concerns and includes their suggestion for a green roof design.

9. RELEVANT POLICIES

9.1 Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:

9.2 To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);

9.3 To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)

9.4 The National Planning Policy Framework (NPPF) 2019 states that at the heart of the NPPF is a "presumption in favour of sustainable development" which should be seen as a golden

thread running through both plan-making and decision-taking. For decision-taking this means: “approving development proposals that accord with an up to date development plan without delay...”

- 9.5 The NPPF states that sustainable development has an economic, social and environmental role; “these objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”
- 9.6 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- 9.7 Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law;
- 9.8 Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 9.9 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.
- 9.10 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

National Guidance

- 9.11 The National Planning Policy Framework (2019) 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.

Development Plan

- 9.12 The Development Plan is comprised of the London Plan (2016), Islington Core Strategy (2011), Development Management Policies (2013), Finsbury Local Plan (2013) and Site

Allocations (2013). The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

9.13 The site has the following designations under the London Plan (2016), Islington Core Strategy (2011) and Development Management Policies (2013) Finsbury Local Plan 2013 and Site Allocations 2013:

- Bunhill & Clerkenwell Key Area
- Central Activities Zone (CAZ)
- City Fringe Opportunity Area
- Site Allocation BC24 – Old Street roundabout area
- BC3 Old Street
- Employment Priority Areas (General)
- Moorfields Archaeological Priority Area
- Cycle Routes (Local)
- Adjacent to Moorfields Conservation Area (CA31)
- Adjacent to Bunhill Fields Conservation Area (CA22)
- Within setting of Grade II listed Leysian Mission
- Adjacent to Local Landmark - Leysian Mission Dome
- Adjacent to designated Open Space - Old Street Promenade of Light
- Adjacent to Local Flood Risk Zone
- Adjacent to TLRN

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ENVIRONMENTAL IMPACT ASSESSMENT

10.1 A screening assessment, dated 5 March 2019, determined that an Environmental Impact Assessment (EIA) was not required because the site did not lie within a sensitive area as defined in Part 1 Regulation 2 (1) of the Regulations and, subject to identified mitigation measures, would not have significant effects on the local environment to the extent that it would necessitate the submission of an EIA.

11. ASSESSMENT

11.1 The main issues arising from this proposal relate to:

- Principle of development
- Design and appearance
- Impact on heritage assets
- Inclusive design
- Wayfinding, public realm and landscaping
- Neighbouring amenity
- Sustainability
- Highways and transportation
- Environmental impacts
- Other matters

Principle of Development

11.2 The site is subject to Site Allocation BC24 (Old Street roundabout area), which supports:

“Reconfiguration of the roundabout and station providing an opportunity to reduce traffic impacts, improve access to the station and provide an increased amount of public space.

Reconfiguration/development of the roundabout and station provides an opportunity to reduce traffic impacts, improve access to the station and provide an increased amount of public open space.”

- 11.3 Finsbury Local Plan Policy BC3 sets out broad ambitions for Old Street, as a distinctive, high quality, diverse and vibrant commercial destination. This includes the transformation of the environmental quality of the roundabout through significant investment in the open space and transport infrastructure of Old Street station and roundabout to support the proposed level of development, improve access to the station (including a new entrance), create good quality open space, reduce traffic impacts and improve the interchange between bus, train and tube.
- 11.4 The Finsbury Local Plan supports the reconfiguration of the Old Street gyratory through the closure of the north-western arm, allowing at-grade access without the need to cross a highway from the Promenade of Light on Old Street, to a new tube station entrance and public space. Policy BC3 also supports the creation of a high quality new public space at the roundabout that reinforces the area as a central London hub and provides an improved environment for public transport users, particularly those interchanging between bus and rail. The policy sets out that this is fundamental to the long term success of the area.
- 11.5 Development Management Policy DM8.3 states that the council will seek to secure additions and extensions to the underground and national railway networks, including improved interchange facilities and other improvements to stations and specifically refers to Old Street station.
- 11.6 The current diamond roundabout at Old Street was installed in the late 1960s and the station last went through a major upgrade in 1976. The primary function of the existing site is as transport hub, and the proposal would result in an enhancement of the existing station facility and facilitate improvements in the wider area.
- 11.7 It is important to note that the reconfiguration of the roundabout cannot take place unless a new station entrance is constructed to account for the loss of some of the other subway entrances, including all of the ramped entrances, so that cycle lanes can be provided on the road. The proposal would improve the operational efficiency of Old Street Station and help to ensure safe and effective access to and through the site for pedestrians and cyclists, whilst also delivering public realm enhancement benefits.
- 11.8 Overall, an enhancement of Old Street station is strongly supported. As such the proposed redevelopment of the site is considered to be acceptable in principle and accords with the site allocation and policy objectives for the Old Street area by delivering economic, social and environmental benefits, which weigh positively in the balance of planning considerations relevant to this application.

Design and appearance

Policy Context

- 11.9 The National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

- 11.10 At the regional level, London Plan policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings.
- 11.11 London Plan policy 7.6 states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It goes on to set out criteria against which planning applications should be assessed, stating that buildings should be of the highest architectural quality, should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm.
- 11.12 Core Strategy Policy CS9 states that the Islington's heritage assets and historic environment will be conserved and enhanced whether they are designated or not. New buildings should be sympathetic in scale and appearance and to be complementary to the local identity. Policy DM2.1 of Islington's Development Management Policies is relevant to the proposal. The policy notes that new buildings and developments need to be based on a human scale.
- 11.13 Development Management Policies DM2.1 requires all forms of development to be of high quality, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics.
- 11.14 Development Management Policies DM2.3 states that development that makes a positive contribution to Islington's local character and distinctiveness will be encouraged.
- 11.15 Site Allocation BC24 (Old Street roundabout area) sets out that proposals should improve pedestrian permeability, legibility, circulation and accessibility, including for passengers interchanging between transport modes. New public open space should incorporate green areas and tree planting. Step-free access is particularly encouraged. Proposals should aim to mark Old Street Station with a landmark station entrance and pursue integration of the public realm with St. Agnes Well. Inventive solutions for integrating station facilities with retail units will be encouraged.

New Station Entrance

- 11.16 The new entrance would comprise a predominantly glazed structure supported by a centralised concrete frame. The building would include a green roof system oriented so that its lowest point faces the 'Promenade of Light' along the approach at Old Street (west). The green roof will include an irrigation system within the substrate to ensure adequate water is provided (this will be secured through condition 8). The glass panes forming the side and rear sections of the new entrance would be broken into two with a consistent joint detail along the façade, with the glazing designed to align with a stainless steel external skirting, which is intended to protect the bottom of the glazing from maintenance vehicles. A strip of LED lighting set on the internal side of the glazing would run along the perimeter. The soffit will be comprised of timber-appearance batons which will incorporate a manifestation of the LUL roundel.
- 11.17 This design replaces the previous proposals for a structure comprised of concrete and glass with a roof formed of tiered stairs. That design was considered inappropriate for numerous reasons including the design concept and the likelihood of anti-social behaviour arising from the tiered element. This latest iteration is considered a more lightweight and architectural response to Old Street Roundabout. The design references and responds

to the promenade of light is welcomed, and it is considered that the new design provides a more celebratory sense of arrival to and exit from Old Street Station. The proposed entrance is also more lightweight with a greater amount of unobscured glazing than the earlier design, and it is considered that this will allow for greater permeability and views through the structure, which mitigates some of the previous concerns around anti-social behaviour.

- 11.18 The proposed timber-appearance roof soffit and the bio-diverse green roof help to soften the appearance of the structure and provide welcome organic moments in the public realm of the roundabout which is otherwise comprised of hard paving and solid and visually unforgiving structural forms. The timber-like material will be subject to condition 3 to ensure it is of a high visual quality, as well as the details for their arrangement and the method of fixing to the underside of the structure. In the same vein the maintenance and management of the green roof will also be subject to condition 8 to ensure that the quality of what is proposed will be reflected once built and the roof matures.
- 11.19 The lighting design for the inside of the station entrance will be important in creating the desired architectural effect after dark, and the quality of the overall design could be undermined by cluttered fixtures or a poor quality of light. For this reason, the lighting design will be subject to condition 9.
- 11.20 Lastly, the light-weight appearance of the station entrance structure could be undermined by internal signage and advertising manifestations. As such condition 16 removes the rights to obscure the glazing or attach any items to it such as internal adverts.

Passenger Lift

- 11.21 The dedicated passenger lift would be installed at subway exit no. 4 (Moorfields Eye Hospital exit, adjacent to the Shoreditch Grind café) which would replace the existing ramp, whilst the stepped part of the exit would be retained. The 3m (w) x 3.81m (d) x 4.7m (h) lift to the subway will be structurally formed using in-situ concrete and clad in translucent glazing panels to allow for appreciation of the lift structure beneath. The panelling would incorporate lighting in order for it to become a beacon at night. It is intended that the lift would reflect the design language of the main station entrance – particularly in terms of assisting wayfinding and creating a recognisable and obvious feature.
- 11.22 It is recognised that the stand alone lift structure would be located approximately 11 metres from the main stepped entrance. The option of integrating the passenger lift within the envelope of the main entrance has been explored by TfL. However, these options have been discounted due to the site being severely constrained by underground utilities, including a main sewer pipe, hindering the scope for adjusting the main stepped entrance. It was also considered that an integrated lift, including bulky overrun, would detract from the overall design quality of the new entrance structure and compromise the scope for introducing the biodiverse green roof feature. Whilst standing alone, it is considered that the proposed passenger lift would form a prominent and recognisable feature for passengers approaching the station and the new peninsular public space, and its positioning would be successful in terms of the wider legibility of the site.

Cladding to clerestory and incorporation of service/ goods lift and refuse store

- 11.23 A new back of house area, including a refuse store for the commercial units at St Agnes Well and electrical substation enclosure would be attached to the western facing façade of the existing clerestory structure. A new dedicated service/ goods lift would be attached to the eastern side of the clerestory, near to the south-east corner.

- 11.24 As part of the comprehensive revisions to the first iteration of the scheme the proposed back of house area, servicing lift and existing clerestory roof structure would be incorporated into a new envelope of cladding. This would comprise vertical ceramic battens, in order to provide a consistent design language which is intended to integrate the structures together in a single uniform building appearance.
- 11.25 The existing clerestory structure is 24m wide along the length of the subway, and 28.4m wide from the projection of the service/ goods lift to the bin store below. The height of the clerestory would become 3m–3.25m with the proposed cladding in place. The cladding will be comprised of ceramic battens in a mid/dark charcoal grey colour, in order to provide a hard wearing, solid and structural appearance. There will be a dark backing behind the battens to avoid issues with litter being pushed through the battens and to provide tonal contrast. Materially this is considered an appropriate approach, and the cladding battens and backing will be secured by condition 3 to ensure the quality of the materials.
- 11.26 It is noted that the proposed inclusion of the bin store and service lift does result in a reduction of the public realm on the peninsula and the proposed height of the cladding is required to impede access to the roof. Both the extent of enclosure and the height of the cladding results in a bulkier structure than exists presently. A number of options for the extent of the cladding were considered, which saw the lift brought into the envelope and others with it standing proud. During the design discussions with the it was considered that the lift standing proud of the clerestory could cause issues of antisocial behaviour with deep corners for loitering and contribute to a perception of it functioning as a public lift. To mitigate this the cladding is proposed to wrap around the lift structure. Though this does result in a greater extent of enclosure of the public realm, the benefit of the inclusion of a second lift in the scheme from an accessibility perspective – users will not be sharing space with waste in the main lift, and the second lift provides means of escape/access should the public lift need repair/ maintenance – and so, on balance, the loss of public realm is offset.

Retained structures

- 11.27 As well as the station, the site also includes a mixture of retail and commercial uses and surface level structures. The proposal and the wider gyratory reconfiguration works would result in the comprehensive redevelopment of the site. Nevertheless, some of the surface level structures would need to be retained. Most significantly this includes the JC Decaux electronic advertising structure (due to long term contractual arrangements) and two prominent ventilation shafts serving tunnels for London Underground and National Rail. Whilst it would be desirable to remove the surface level vent shafts, TfL have advised that this would involve complex and comprehensive engineering operations that would fall outside of the financial scope of the current scheme. It is noted that the retained ventilation shafts have a certain brutalist and sculptural quality, but when considered in the context of the wider proposals the vents would to some extent impede east-west visibility and desire lines, making wayfinding across this part of the site more complicated. The DRP expressed concerns regarding the legibility of the space, and how the public will navigate the site and find the entrance to the station. The scheme has been comprehensively redesigned, however some wayfinding issues and pedestrian pinch points remain. It is anticipated that a number of signs and wayfinding tools will be necessary to direct pedestrians across the peninsula and around the extant buildings.
- 11.28 Overall, the retention of the advertising structure and the ventilation shafts does weigh negatively against the scheme in terms of design and pedestrian legibility. However, taking into consideration the associated financial implications and complex engineering alternatives associated with their removal, it is acknowledged that this falls some way short of the scope of the current proposals. Balanced against the broader benefits of the scheme, which would improve the cycling safety and pedestrian facilities, reduce collisions

(particularly with cyclists and pedestrians), and provide an enhanced urban realm - the retention of these structures is considered to be acceptable in the broader planning balance. The details of the treatment of both the ventilation shafts, will be secured through condition 3.

Impact on Heritage Assets

- 11.29 In considering whether to grant planning permission for development which affects a listed building or its setting, Section 66 of the Town and Country Planning Act states that the local planning authority shall have special regard to the desirability of preserving the setting or any features of special architectural or historic interest which the heritage asset possesses.
- 11.30 Planning policies relevant to design and conservation are set out in chapter 7 of the London Plan. Policies CS8, CS9 and CS10 in Islington's Core Strategy, and policies in chapter 2 of Islington's Development Management Policies, are also relevant. Historic England's Historic Environment Good Practice Advice in Planning Note 3 (The Setting of Heritage Assets), the council's Urban Design Guide SPD and Conservation Area Design Guidelines, and the Mayor of London's Character and Context SPG are also relevant to the consideration of the current application.
- 11.31 The Moorfields Conservation Area is adjacent to the site at the north-western corner of Old Street roundabout and continues northwards, following City Road along its western side. The roundabout also intersects with the Bunhill Fields and Finsbury Square Conservation Area on the south-western edge of Old Street and crosses through on the southern side of Old Street. The Grade II listed Former Leysian Mission building, which is also designated as a local landmark (LL15), is located to the north of the site.
- 11.32 In terms of listed buildings and conservation areas, it is the Council's statutory duty to preserve to do no harm. Officers have been mindful of the duty and placed great weight on this.

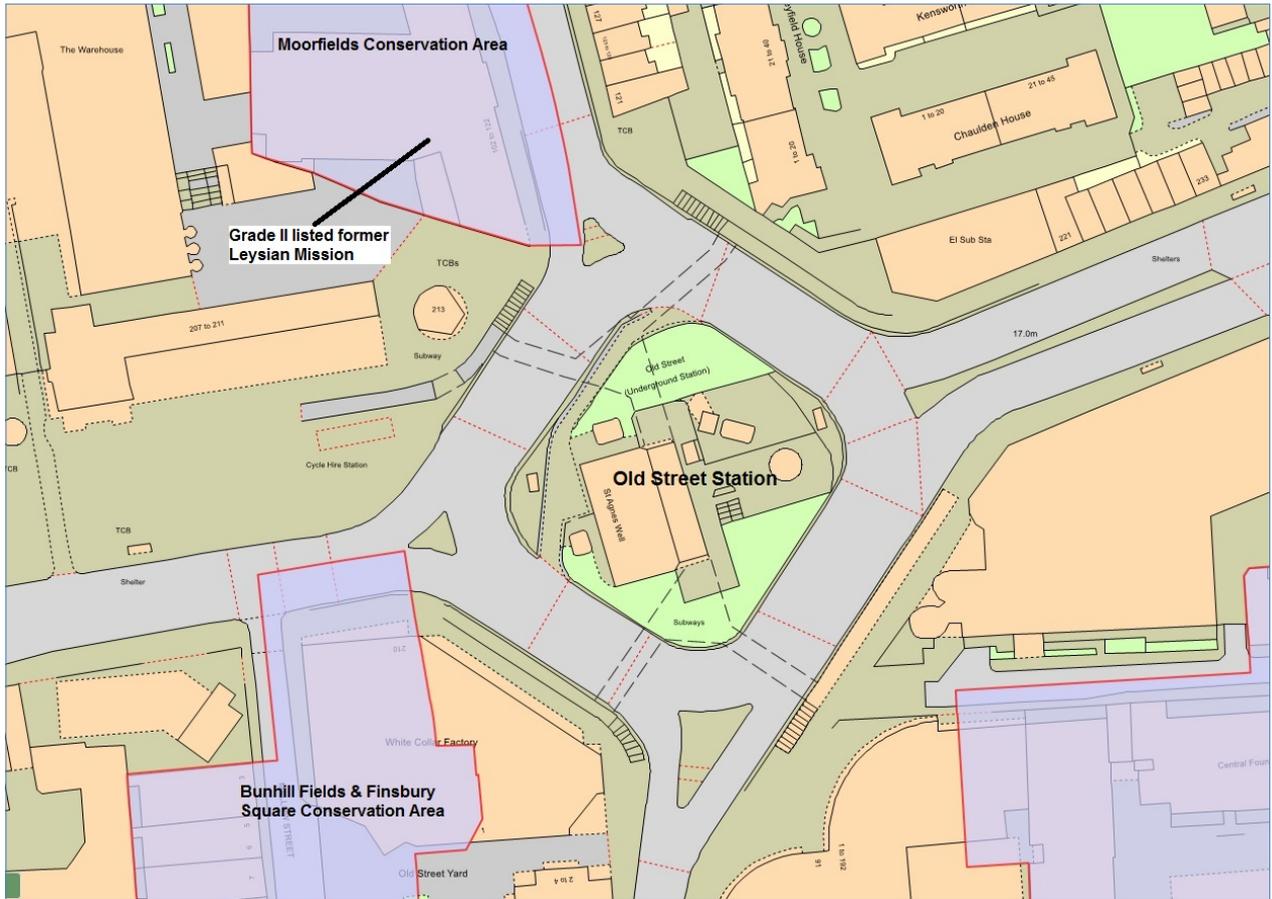


Figure 11: Heritage assets adjacent to Old Street roundabout

Lysian Mission Building (Grade II listed and Local Landmark)

11.33 The new station entrance will be seen in views toward the Leysian Mission from the north and south of City Road and Old Street east. The dome of the Leysian Mission is designated as a local landmark (LL15) which is indicative of the fact that the Mission building does derive some significance from retaining prominence in its setting. Whilst the station portal is visible in views of the building, it is of a relatively small scale and does not impinge on those views to an unacceptable degree, and certainly to a lesser extent than the existing advertising structure on the peninsula. It is therefore considered that the impact on the setting of the Leysian Mission would be minimal and result in less than substantial harm to the designated heritage asset.

Moorfields Conservation Area

11.34 The northern part of the site extends into the Moorfields conservation area. It is characterised by an unusual and impressive collection of late Victorian and Edwardian commercial and institutional buildings which front onto City Road, including the Leysian Mission Building. It is anticipated that the proposals would have a neutral impact on the setting of the conservation area.



Figure 12: Proposed and retained structures (left) in relation to the setting of the redbrick Grade II listed Former Leysian Mission building (right).

Moorfields Archaeological priority area

- 11.35 Archaeological Priority Areas (APAs) are areas where there is significant known archaeological interest or potential for new discoveries. The Moorfields APA has been identified as a Tier 2 area under a recent HE review of the LBI APAs and the NPPF 189 requires the submission of an appropriate desk-based assessment of such area. The Heritage Statement submitted does include a gazetteer of nearby assets, however the full desk-based assessment undertaken in March 2018 has not been provided. The submitted Planning Statement asserts that the desk-based assessment found that archaeological survival across the site is likely to be highly variable. It found that survival is ‘considered to be negligible in those areas affected by the construction of the sub-surface Underground and subway system, and low to moderate within the footprint of existing and earlier 20th century buildings. Outside of these areas, along the modern pavement and road, and in the vicinity of Cowper Street, survival is expected to be moderate.’
- 11.36 The Greater London Archaeology Advisory Service (GLAAS) have raised no objection to the proposal. Although the site lies within an archaeological priority area, it is clear from the submitted Heritage Statement that archaeological material at this location will already have been significantly compromised by the excavation associated with the existing roundabout and station. Therefore, it is unlikely that there will be a significant archaeological impact at this location. As such, the proposal is unlikely to have a significant effect on heritage assets of archaeological interest.

Heritage Impacts – Conclusion

- 11.37 The design of the new station entrance/portal is considered to be acceptable in terms of its architecture and materiality and so accords with local plan policy DM 2.1 (design) and has a minor and less than substantial impact on the setting of the heritage assets and potential below ground archaeology and so also accords with policy DM2.3 (heritage assets) and DM2.5 (local landmark).

Inclusive Design

- 11.38 London Plan policy 7.2 requires all new development to achieve the highest standards of accessible and inclusive design, and refers to the Mayor's Accessible London SPG. At the local level, Development Management Policy DM2.2 requires all developments to demonstrate that they i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone; and iv) bring together the design and management of a development from the outset and over its lifetime.
- 11.39 There is currently no step free access to the platform level at Old Street Station and despite the works to the ground level and the sub level at St. Agnes Well, the station platform access would not be upgraded as part of the proposed works. Whilst this aspect is considered to be regrettable, it falls outside of the scope of the planning application and whilst not a benefit, it should not weigh negatively against the scheme. Broadly, it is recognised that the financial constraints associated with such comprehensive underground works are not feasible as part of the scope of the current proposal. It is understood that TfL's long term ambition is to provide accessible step free facilities to platform level at Old Street, however the immediate priority of the current wider scheme is to deliver safety improvements for cyclists and pedestrians travelling through the gyratory and provide an enhanced urban realm. As such the merits of the scheme should be balanced against this overarching consideration.
- 11.40 In order to accommodate the new dedicated cycle lane infrastructure, sections of the road carriageway would need to be widened, which would involve two of the existing ramped and stepped access points on each of the four sides of the roundabout being removed. This raises concerns with regards to a perceived reduction in terms of accessible entrances to St Agnes Well. However, owing to the age of the subway, the gradients of the existing access ramps are not compliant with current accessibility standards. Upgrading to accessible compliant ramps would involve complicated engineering works to create longer inclines, that would have to be arranged to double back to enable a shallower gradient. This in turn would eat into the adjacent pavement areas and effectively negate the opportunity to install new safer cycle lanes and improve the public realm.
- 11.41 To mitigate the loss of the existing access ramps a dedicated passenger lift would be installed at subway exit no. 4 (Moorfields Eye Hospital exit, adjacent to the Shoreditch Grind café), which itself would replace an existing ramp, whilst the stepped part of the exit would be retained. The 3m (w) x 3.81m (d) x 4.7m (h) lift would travel between two landing levels; one at the St. Agnes Well shopping level and one at surface/street level. The lift would have one entrance at subway level on the eastern face of the lift shaft, and another on the western face at surface level. A surface level entrance canopy extending off the lift shaft would provide shelter for waiting users. To ensure that the lift is not used for servicing/ goods delivery by the commercial units at St. Agnes Well an operation management plan setting out the single function of the lift will be required as part of condition 10.
- 11.42 Following on from the concerns with regards to the use of the public lift by commercial operators, the first iteration of the scheme has been comprehensively redesigned to include a second dedicated servicing/ goods lift attached to the eastern flank of the existing clerestory structure. The second lift would be restricted to commercial use only and would travel between two landing levels; one at subway concourse level and one at surface/ street level. The lift would include one entrance at subway level on the western face of the lift shaft, and another on the eastern face at surface level. A surface level entrance canopy extending off the lift shaft would provide protection to the lift shaft and to staff servicing the lift panel. Legible signage would be provided to instruct members of the public that the lift is for commercial use only on a day to day basis. The servicing/ goods lift would however

act as a secondary accessible means of escape in an emergency and as a backup accessible means of exit in the event that the main dedicated passenger lift breaks down. Again, this will be set out in detail in the operation management plans required by condition 10.

- 11.43 It should be noted that the provision of the proposed passenger lift, separate goods/ servicing lift are pivotal to the scheme. These elements form an inter-relationship with the new station entrance that would require all elements to be delivered simultaneously for the proposed development to function successfully and accord with the requirements of the overriding inclusive design policies (see condition 4).

Wayfinding, Public Realm and Landscaping

- 11.44 Site Allocation BC24 states that proposals for the Old Street roundabout area should improve pedestrian permeability, legibility, circulation and accessibility, including for passengers interchanging between transport modes. Development Management Policies DM2.1 and DM8.4 encourage greater permeability by improving movement through areas and seeking an improved pedestrian environment.

- 11.45 Whilst the majority of the public realm and landscaping works to the new peninsular are outside of the red-line boundary of the site, they are required to facilitate the planning proposals and as such form a material consideration on the assessment of the scheme. Seeking to create cohesive urban design by looking beyond the immediate site is supported by the Islington Urban Design Guide 2017, which suggests that it is essential to consider how new development will connect with its surroundings and integrate with the urban context and natural environment.

- 11.46 The aspect of the main station entrance is considered to be successful in introducing a logical and directional promenade to the station entrance (which can be enlivened at appropriate times), and provide green social spaces for people to use and gather in. The new main entrance position and pedestrian crossings are also supported by pedestrian flow modelling undertaken by TfL which have informed the proposed layout. It is however noted that careful consideration may need to be given to the placement of bollards around the periphery of the peninsular and other structures within the desire lines to the main station entrance. The DRP commended that if it is determined that bollards and hostile vehicle mitigation (HVM) of the scale proposed is required, then greater emphasis should be made on integrating this into street furniture rather than a reliance upon bollards. As such, the quantity and positioning of bollards and public realm structures will be secured through conditions 12 and 13.

- 11.47 To assist legibility and wayfinding, eye-level views of the station entrance would be provided from the eastern pedestrian crossing in Hackney. In addition, views of the station entrance from the southern pedestrian crossing would also be provided - albeit with a reduced aspect sight line between the north eastern tip of the freshly clad clerestory roof and the two ventilation structures. It should be noted that the southern approach would also be served by a new stepped entrance at Cowper Street (currently under construction), which would relieve a proportion of the footfall approaching the station from the southern crossing.

- 11.48 From the south western pedestrian crossing, adjacent to the White Collar Factory, the main station entrance would be less visible owing to the position of the existing clerestory and plant enclosure/ refuse store. This raises some concerns in terms of pedestrian circulation and the potential for congestion along desirable routes around the clerestory and servicing enclosure to the new entrance.

- 11.49 It is recognised that in certain areas narrow circulation spaces would be created as a result of the width and length of the main station entrance, the bin store, and perimeter bollards/cycle parking. These tight spaces create several pinch points and may result in pedestrian congestion at peak times. The retained ventilation shafts, when considered in the context of the wider proposals, would to some extent impede east-west visibility and desire lines, making wayfinding across this part of the site more complicated. The position of the new main entrance in relation to the retained clerestory roof structure also creates pedestrian pinch points, where spacing in the public realm would be reduced to 3 metres at the narrowest point between the south eastern corner of the of entrance structure and the clerestory roof.
- 11.50 Overall, the proposed layout raises some concern in that it does not appear to be fully advantageous to all natural pedestrian 'desire lines'. This could result in pedestrian congestion along certain desirable routes to the new station entrance, and it should be recognised that this weighs negatively against the scheme. Nevertheless, it is acknowledged that the proposed layout has to a certain extent been dictated by the constraints of the underground utilities and infrastructure as well as the financial implications of providing alternative solutions. The immediate priority of the current wider scheme is to deliver safety improvements for cyclists and pedestrians travelling through the gyratory and provide an enhanced urban realm. Whilst the desire lines are problematic in parts of the site and legibility could be improved, it is considered that overall the current proposal responds as well as possible to the site's complicated limitations and issues in this regard would be out-weighed by the wider public benefits of the scheme.
- 11.51 It is noted that the southern and eastern sections of the new peninsular would incorporate less soft landscaping than the western public square area of the scheme (in front of the new station entrance). Given the constraints and pinch points from the retained and proposed structures there is considered to be less scope for meaningful planting or softening. Overall, this part of the site is envisaged as a transitional space to allow people to move through the site efficiently to get to the station entrances. The area to the front of the new station entrance and passenger lift leading from the promenade of light would be equipped with seating and shading to serve the function as a place to congregate and wait within the new public realm. Details of the hard and soft landscaping elements will be secured through condition 13.

Trees

- 11.52 There are two London plane trees located to the north of Old Street roundabout (and to the east of 207-211 Old Street), which are protected by a Tree Preservation Order (ref: TPO 273/2006). The Council's Tree Officer has reviewed the scheme and advised that impacts to the nearby trees (from the proposed development) would be limited, largely due to the existing stairwell which is located between the proposed site and the two off-site London plane trees, which is likely to be acting as an effective root barrier and preventing rooting ingress within the area proposed for development. Due to the important amenity value of the two London plane trees and to ensure their effective protection throughout the development process the tree protection conditions have been recommended (see conditions 6 and 7).

Neighbouring Amenity

- 11.53 The National Planning Policy Framework identifies as a core planning principle that planning should always seek a high quality of design and a good standard of amenity for all existing and future occupants of land and buildings.
- 11.54 London Plan policy 7.6 (part Bd) states that buildings should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in

relation to privacy and overshadowing. Policy 7.15 (part Bb) states that development proposals should minimise the existing and potential adverse impacts of noise.

- 11.55 Development Management Policy DM2.1 (part Ax) confirms that, for a development proposal to be acceptable it is required to provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook. These considerations apply to the amenities of existing residents, and of future residents of proposed developments.
- 11.56 The closest neighbouring residential accommodation to the site is located at the former Leysian Mission building to the north of the site and the White Collar Factory building to the south of the site. There are existing subway entrances to the station adjacent to both buildings.
- 11.57 The scale massing and height of the proposed entrance structure, lifts and refuse store structures would be relatively low in comparison to the tall buildings surrounding Old Street roundabout. Combined with the distance from the neighbouring residential accommodation, there would not be undue impacts in terms of daylight or overshadowing. The main consideration in terms of residential amenity relate to the implications for noise and disturbance and the potential for the adverse effects of light pollution.
- 11.58 The roundabout is characterised by very high traffic flows, including heavy good vehicles, creating a poor environment for neighbouring occupiers, particularly in terms of noise and air quality. The new station entrance and associated pedestrian plaza would effectively replace a busy five lane section of highway and congested traffic light controlled junction. By comparison a much calmer and more attractive area of public realm would be created. It is considered that the environmental benefits to neighbouring residents from the removal of the north-west section of the gyratory would far outweigh the potential impacts of noise and disturbance from an intensification of pedestrians entering and leaving the new station building, in what is already a lively and bustling part of central London.
- 11.59 It is noted that the new station entrance would serve the Northern Line 'Night Tube' service which would require 24 hour opening at weekends. Again, given the location of the station within the busy and vibrant Old Street area (particularly with regards to the night-time economy) it is considered that noise and disturbance would not be significantly different from the present situation. Residents living near to the station would likely to have grown accustomed to a greater amount of noise and disturbance late at night in comparison to those living in more suburban locations.
- 11.60 A refuse store and servicing/ goods lift would be provided adjacent to the existing clerestory roof structure and a servicing layby would be installed on Old Street west to assist the operational management of the existing commercial units at St Agnes Well. Under the existing arrangements refuse storage/collection and servicing is undertaken via a slip road onto the central reservation of the roundabout. The proposed refuse store and servicing/ goods lift would retain the servicing and refuse storage functions in a similar location to the existing arrangements. Given that the existing situation does not present amenity issues, it is not therefore anticipated that the proposed arrangements would result an additional noise and disturbance implications for neighbouring residents.
- 11.61 It is acknowledged that the proposed station entrance building would form a prominent feature within the public realm, and has been specifically designed as such in order to assist pedestrian legibility and wayfinding to the station – as well as aspiring to the 'iconic gateway' design brief. The tall fully glazed elevations would potentially allow light spillage to the surrounding pedestrian plaza, which has the potential to affect neighbours. However,

the glazed panels are intended as a more elegant and light weight design response in order to maximise the visibility of the station entrance, particularly for those approaching from beyond the new peninsular. Issues around light spillage should therefore be balanced alongside wider considerations for legibility and wayfinding as well as the safety and security of members of the public using the station. Given the existing nature of the area as a busy illuminated road gyratory, light spillage from the new station structure is not considered to result in a more harmful impact in comparison to the existing conditions experienced by local residents, including artificial light produced by street lamps, advertising, commercial premises and car headlights.

- 11.62 The proposed main entrance structure, lifts and associated refuse store would be located away from the nearby buildings within the new public realm peninsular. Given the distance from neighbouring buildings the proposal would not result in adverse issues such as loss of light and outlook, loss of privacy or overbearing impacts on neighbouring properties. The proposed structures would be located within a public pedestrian thoroughfare and beside a busy road junction. It is therefore unlikely to result in unreasonable noise impacts to the nearby properties.
- 11.63 For these reasons it is considered that the proposal would not result in unacceptable amenity impacts on neighbouring properties in accordance with Development Management policy DM2.1.

Sustainability

Energy

- 11.64 The Energy Conservation Officer has advised that the energy impact of the development is likely to be low. Nevertheless, the applicant is expected to demonstrate that they have minimised on-site CO₂ emissions through maximising efficiency, supplying energy efficiently and using onsite renewable energy generation. As such condition 15 has been included to address this point.

Green Roof

- 11.65 As part of the comprehensive re-design of the station entrance a biodiverse green roof would be introduced. The proposed green roof has been designed to maximise the range of plant species, allowing for variation and for it to be established as a piece of 'landscape art'. The applicant's design narrative sets out that the orientation and angle of the biodiverse green roof is intended to visually integrate with, and extend, the existing landscaped Promenade of Light – allowing the roof to be appreciated on approach to the entrance portal from the new enhanced public realm. The planting will be carefully selected to include the common plants found in the London area to support the established diversity of insects and wildlife.
- 11.66 The roof will include an irrigation system within the substrate to ensure adequate water is provided. Associated drainpipes will be concealed, but accessible within the new entrance. Further specification details of the green roof will be secured through condition 8.
- 11.67 The maintenance of the green roof will fall under the responsibility of TfL and through condition 8 they will be required to replace any plants that die, become severely damaged or diseased.
- 11.68 Activating the roof space of the retained clerestory structure for public use or a green roof was explored by TfL, but discounted due to an insufficient load capacity and complications around maintenance access to the JC Decaux media screen.

Flood Risk

11.69 The site is adjacent to a Local Flood Risk Zone which identifies it as at risk of significant/extreme flooding. In accordance with the requirements of Site Allocation BC24 (Old street roundabout area) the applicant has addressed flood risk mitigation through the submission of a Flood Risk Assessment.

Highways and Transportation

11.70 The inner ring road passes through Old Street roundabout along the eastern arm of the junction, (Old Street, east) towards Shoreditch and Aldgate and the northern arm (City Road, north), towards Islington and Kings Cross. These roads form part of the TfL Road Network; (TLRN) also referred to as the 'red route', where TfL is the highway authority. The roundabout sits on the boundary of the Central London Congestion Charging Zone.

11.71 Old Street (west) and City Road (south) are strategically important roads, providing links to the City and West End. Islington is the highway authority along these strategic corridors.

Cycling Safety

11.72 The wider geometry changes to the roundabout are intended to address cycling safety issues following a number of accidents involving collisions between cyclists and vehicles. The closure of the subway exits surrounding the roundabout would facilitate the widening of the public highway for the installation of new safer cycling lanes.

11.73 The proposed new station entrance and public/ servicing lifts are a fundamental component of the wider Old Street works as these elements are required to enable the gyratory reconfiguration and cycling infrastructure improvements to take place.

11.74 As such, the proposal is considered to be essential to support safer cycling in the borough and facilitate a reduction in cycling accidents. Improved cycling safety is an overarching benefit of the proposal and weighs heavily in favour of the scheme.

Servicing

11.75 The first iteration of the scheme has been comprehensively redesigned to include a second dedicated servicing/ goods lift attached to the eastern flank of the existing clerestory structure. The free standing lift adjacent to the main entrance will be secured for use by the public only.

11.76 The second lift would be restricted to commercial use only and would travel between two landing levels; one at subway concourse level and one at surface/ street level. The lift would include one entrance at subway level on the western face of the lift shaft, and another on the eastern face at surface level. A surface level entrance canopy extending off the lift shaft would provide protection to the lift shaft and to staff servicing the lift panel. Legible signage would be provided to instruct members of the public that the lift is for commercial use only on a day to day basis.

11.77 Under the existing arrangements the refuse storage/collection, delivery and servicing is undertaken via a slip road onto the central reservation of the roundabout. The slip road arrangement would be removed as part of the redevelopment of the site and a new servicing layby would be installed on Old Street, in close proximity to the new refuse store, to continue to facilitate the operational management of the existing commercial units at St Agnes well.

11.78 A detailed delivery and servicing management plan and waste management plan will be secured through conditions 10 and 11.

Environmental Impacts

Air Quality

- 11.79 Site Allocation BC24 (Old Street roundabout area) sets out that proposals should result in a reduction in air pollution, given the poor quality of air locally. The draft London Plan notes that Public Realm should “reduce exposure to air pollution”. The changes to the public realm may encourage people to stay longer in the space and hence increase exposure, but looking holistically at the whole scheme there are air quality benefits in improving cycling and walking routes and removing vehicle sources from one arm of the gyratory.
- 11.80 The Public Protection Officer has raised no objection to the proposal from an air pollution perspective, but would encourage planting within the space to be designed with the mitigation of air pollution in mind, such as the proposed planting at Dixon Clark Court adjacent to Highbury Corner.
- 11.81 The control of environmental impacts such as dust and odours during demolition and construction phases will be secured through Condition 5 requiring the submission of a demolition and construction management plan.

Noise and vibration

- 11.82 The Public Protection Officer has advised that any noise issues are likely to be masked by the high ambient noise levels in the area and as such has raised no objection to the proposal. A condition has been recommended in relation to the installation of mechanical plant (see condition 14). The control of noise and vibration during demolition and construction phases will be secured through Condition 5.

Other Matters

Safety and Security

- 11.83 Metropolitan Police’s Designing Out Crime Officer has reviewed the revised proposal and has raised no objections in terms of safety and security.
- 11.84 The design and layout of the proposed peninsular and associated public realm has been informed and reviewed to reflect the observations and recommendations of the Metropolitan Police Counter Terror Unit. The location of bollards/ hostile vehicle measures (HVM) around the wider site will be secured through condition 12.

12. SUMMARY AND CONCLUSION

Summary

- 12.1 The proposal is considered to be essential to support safer cycling and pedestrian access in the borough and facilitate a reduction in cycling/ pedestrian collisions with vehicles. The proposal is therefore regarded as a further step towards the wider improvements to the Old Street roundabout area, which would significantly improve cycling and pedestrian safety and the existing poor urban realm.
- 12.2 Overall, the proposal is considered to be acceptable in terms of land use, design, heritage impacts, inclusive design, landscaping, neighbouring amenity, servicing and safety and security. The benefits of the proposed development include improved and safer cycling and pedestrian facilities and an enhanced and high quality public realm.

Conclusion

12.3 It is recommended that planning permission be granted subject to conditions and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION

That the grant of planning permission be subject to **conditions** to secure the following, and that there is delegated to each of the following: the Head of Development Management, the Team Leader Major Applications and the Team Leader Planning Applications to make minor changes (additions removals or amendments) to the conditions:

List of Conditions:

1	<p>Commencement (Compliance)</p> <p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<p>Approved plans and documents list (Compliance)</p> <p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01006 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01007 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01009 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01010 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01011 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01012 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01013 Rev P07 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01014 Rev P08 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01015 Rev P06 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01016 Rev P06 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01017 Rev P07 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01019 Rev P01 ST_PJ431-WSP-ZZZ-ZZ-DRG-TP-01020 Rev P01</p> <p>ST_PJ431-WSP-ZZZ-ZZ-REP-TP-01001_Town Planning - Design and Access Statement (Page Format)_Ver5_P05 ST_PJ431-WSP-ZZZ-ZZ-REP-TP-01002_Town Planning - Planning Statement_Ver5_P05; ST_PJ431-WSP-ZZZ-ZZ-REP-YH-01002_Heritage Statement & Heritage Setting Assessment_Ver5_P03 Revised Flood Risk Assessment: ST_PJ431-WSP-ZZZ-ZZ-REP-ZZ-01003_Flood Risk - Flood Risk Assessment_Ver2_P02</p> <p>REASON: For the avoidance of doubt and in the interest of proper planning.</p>
3	<p>Materials and samples (Details)</p> <p>CONDITION: Details of all facing materials including samples shall be submitted to and approved in writing by the Local Planning Authority prior to any above ground</p>

	<p>work for the relevant element of the development. The details and samples shall include (where relevant):</p> <ul style="list-style-type: none"> a) All materials associated with the new station entrance (including: details of glazing; roofing materials; stainless steel skirting; concrete frame; ceiling batons) and methods of fixing; b) External cladding treatments for the passenger lift; c) Ceramic cladding panels for the clerestory roof, refuse store and servicing/ goods lift (including: details of the edge and seams/ gap; method of fixing and any profiling); d) Any proposed treatments to retained ventilation shafts. <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard and contributes positively to the significance of heritage assets. The condition must be discharged before development commences to ensure that the external materials are acceptable prior to them being applied to the building.</p>
4	Lifts and refuse store (Compliance)
	<p>CONDITION: Unless otherwise agreed in writing with the Local Planning Authority, prior to bringing the station entrance into public use, the passenger lift, servicing/ goods lift and refuse store shall be completed and operational.</p> <p>REASON: The acceptability of the scheme as a whole is dependent on all elements being delivered as all are required to ensure the station is accessible and inclusive.</p>
5	Demolition and Construction Management and Logistics Plan (Details)
	<p>CONDITION: Demolition associated with the station entrance shall take place in accordance with the Demolition Management Plan for the New Station Entrance (document no. ST_PJ431-MGS-BAS-BG-PLN-ST-01001 Rev P01).</p> <p>Prior to the commencement of each subsequent phase, a construction and demolition management plan for the relevant phase shall be submitted for approval in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the approved DCMLP throughout the demolition and construction period.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development. The condition must be discharged before demolition takes place to ensure appropriate measures are in place to mitigate the impacts of demolition.</p>
6	Tree Protection (Pre-commencement)
	<p>CONDITION: Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s)</p>

(TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.

Specific issues to be dealt with in the TPP and AMS:

- a) Location and installation of services/ utilities/ drainage.
- b) Methods of demolition within the root protection area (RPA as defined in BS 5837: 2012) of the retained trees.
- c) Details of construction within the RPA or that may impact on the retained trees.
- d) a full specification for the installation of boundary treatment works.
- e) a full specification for the construction of any roads, parking areas and driveways, including details of the no-dig specification and extent of the areas of the roads, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant sections through them.
- f) Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of no-dig surfacing within Root Protection Areas is proposed, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses.
- g) A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.
- h) a specification for scaffolding and ground protection within tree protection zones.
- i) Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.
- j) details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well concrete mixing and use of fires
- k) Boundary treatments within the RPA
- l) Methodology and detailed assessment of root pruning
- m) Reporting of inspection and supervision
- n) Methods to improve the rooting environment for retained and proposed trees and landscaping.

The development thereafter shall be implemented in strict accordance with the approved details.

REASON: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with Policy DM 6.5, policies 7.19 and 7.21 of the London Plan and pursuant to section 197 of the Town and Country Planning Act 1990.

7

Arboricultural Site Supervision (completion)

CONDITION: The completed schedule of site supervision and monitoring of the arboricultural protection measures shall be submitted for approval in writing by the Local Planning Authority within 28 days from completion of the development hereby permitted. This condition may only be fully discharged on completion of the development, subject to satisfactory written evidence of compliance through contemporaneous supervision and monitoring of the tree protection throughout construction by a suitably qualified and pre-appointed tree specialist.

	<p>REASON: In order to ensure compliance with the tree protection and arboricultural supervision details submitted under condition (insert condition(s)) pursuant to section 197 of the Town and Country Planning Act 1990 in accordance with Policy DM 6.5, policies 7.19 and 7.21 of the London Plan.</p>
8	<p>Green/ Brown Biodiversity Roofs (Compliance)</p> <p>CONDITION: Biodiversity (green/brown) roof shall be provided atop the approved station entrance, and the green/brown roof shall:</p> <ul style="list-style-type: none"> a) Be biodiversity based with extensive substrate base (depth 80 -150mm); b) Contribute towards a reduction in surface water run-off; c) Be planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum); and d) The irrigation system shall be operational prior to first use of the station entrance and shall be maintained in perpetuity. <p>The biodiversity (green/brown) roof should be maximised as far as practicable across the station entrance in accordance with the approved details and shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair.</p> <p>The biodiversity roof shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>Plant species forming part of the green roof which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, to protect neighbouring privacy, and to ensure surface water run-off rates are reduced.</p>
9	<p>Lighting (Details)</p> <p>CONDITION: Prior any above ground work, full details of all internal and external lighting associated with the proposed development hereby permitted shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The details shall include the location and full specification of: all lamps; light levels/ spill lamps, support structures and hours of operation. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to the first use of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings.</p>
10	<p>Delivery and Servicing Management Plan and Waste Management Plan (Details)</p>

	<p>CONDITION: A Delivery and Servicing Management Plan (DSMP), including a Waste Management Plan (WSP), shall be submitted to and approved in writing by the Local Planning Authority prior to bringing the proposed station entrance into use.</p> <p>The DSMP shall include details of all servicing and delivery requirements, including details of how waste (including recyclable waste) would be transferred and collected, and shall confirm the timings of all deliveries and collections from service vehicles.</p> <p>The development shall be carried out strictly in accordance with the DSMP (including the WSP) so approved.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development</p>
11	Waste storage (Compliance)
	<p>CONDITION: The dedicated refuse store hereby approved shall be provided prior to bringing the proposed station entrance into use and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure the necessary physical waste storage to support the development is provided.</p>
12	Safety and Security (Details)
	<p>CONDITION: Details of the site wide general safety and security measures shall be submitted to and approved in writing by the Local Planning Authority prior to bringing the proposed station entrance into use or such other timeframe as agreed in writing by the Local Planning Authority. The scheme shall include the following details:</p> <ul style="list-style-type: none"> • Details and locations of bollards/ HVM measures; • CCTV • Security lighting <p>The details shall include the location and full specification of: all bollards; all lamps; light levels/spill; cameras (detailing view paths); lamps and support structures.</p> <p>The security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to bringing the proposed station entrance hereby approved into use and shall be maintained as such thereafter.</p> <p>REASON: In the interest of safety and security, to ensure the measures are appropriately located and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
13	Landscaping (Details)
	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing above ground level or such other time as agreed in writing by the Local Planning Authority.</p>

	<p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two-year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
14	Mechanical plant (Compliance)
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
15	Renewable Energy (Details)
	<p>CONDITION: Prior to bringing the proposed station entrance into use details of energy efficiency measures/features and renewable energy technology(s) that minimise on-site CO2 emissions shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO2 emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
16	Station Entrance Glazing
	<p>CONDITION: The glazed elevations of the new station entrance hereby permitted, shall not be obscured at any time, including items attached to the glazing or placed nearby. The glazing shall remain clear and un-obstructed at all times.</p> <p>REASON: To ensure that a satisfactory standard of visual amenity is provided and maintained.</p>

List of Informatives:

1	Sustainable Sourcing of Materials

	Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
2	Roller Shutters
	The scheme hereby approved does not suggest the installation of external roller shutters to any entrances. The applicant is advised that the council would consider the installation of external roller shutters to be a material alteration to the scheme and therefore constitute development. Should external roller shutters be proposed a new planning application must be submitted for the council's formal consideration.

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 2019 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 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.1 London in its global, European and United Kingdom context

Policy 2.2 London and the wider metropolitan area

Policy 2.3 Growth areas and co-ordination corridors

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

Policy 2.12 Central Activities Zone – predominantly local activities

Policy 2.14 Areas for regeneration

Policy 2.18 Green infrastructure: the network of open and green spaces

3 London's people

Policy 3.2 Improving health and

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.5 London's visitor infrastructure

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.18 Construction, excavation and demolition waste

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

7 London's living places and spaces

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture
Policy 7.8 Heritage assets and
archaeology
Policy 7.13 Safety, security and resilience
to emergency
Policy 7.14 Improving air quality
Policy 7.15 Reducing noise and
enhancing soundscapes
Policy 7.21 Trees and woodlands

B) Islington Core Strategy 2011

Spatial Strategy
Policy CS7 (Bunhill and Clerkenwell)
Policy CS8 (Enhancing Islington's
Character)

Strategic Policies
Policy CS9 (Protecting and Enhancing
Islington's Built and Historic
Environment)
Policy CS10 (Sustainable Design)

Infrastructure and Implementation
Policy CS18 (Delivery and
Infrastructure)

C) Development Management Policies June 2013

Design and Heritage

- DM2.1 Design
- DM2.2 Inclusive Design
- DM2.3 Heritage
- DM2.6 Advertisements

Shops, culture and services

- DM4.1 Maintaining and promoting small and independent shops
- DM4.2 Entertainment and the night-time economy
- DM4.3 Location and concentration of uses

Health and open space

- DM6.1 Healthy development
- DM6.2 New and improved public open space
- DM6.3 Protecting open space
- DM6.5 Landscaping, trees and biodiversity

Energy and Environmental Standards

- DM7.1 Sustainable design and construction statements
- DM7.2 Energy efficiency and carbon reduction in minor schemes
- DM7.4 Sustainable design standards

Transport

- DM8.1 Movement hierarchy
- DM8.2 Managing transport impacts
- DM8.3 Public transport
- DM8.4 Walking and cycling
- DM8.6 Delivery and servicing for new developments

Infrastructure

- DM9.1 Infrastructure

D) Finsbury Local Plan June 2013

BC3 – Old Street

E) Site Allocations June 2013

BC24 – Old Street roundabout area

3. Designations

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Site Allocation BC24 – Old Street roundabout area
- Bunhill & Clerkenwell Key Area
- Central Activities Zone
- City Fringe Opportunity Area
- Employment Priority Areas (General)
- Moorfields Archaeological Priority Area
- Cycle Routes (Local)
- Adjacent to Moorfields Conservation Area (CA31)
- Adjacent to Bunhill Fields Conservation Area (CA22)
- Within setting of Grade II listed Leysian Mission
- Adjacent to Local Landmark - Leysian Mission Dome
- Adjacent to designated Open Space - Old Street Promenade of Light

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

The following SPGs and/or SPDs are relevant:

- | | |
|---------------------------------------|--|
| Islington Local Development Plan | London Plan |
| - Environmental Design | - Accessible London: Achieving and Inclusive Environment |
| - Conservation Area Design Guidelines | - Sustainable Design & Construction |
| - Inclusive Landscape Design | - Planning for Equality and Diversity in London |
| - Urban Design Guide | |



CONFIDENTIAL

ATT:
Usama Mohamad
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SE1 8NJ

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Our ref: Q2019/0207/DRP

Date: 28th January 2019

Dear Usama Mohamad,

**ISLINGTON DESIGN REVIEW PANEL
RE: Old Street Roundabout**

Thank you for attending Islington's Design Review Panel meeting on 22nd January 2019 for a review of the above scheme. The proposed scheme under consideration is for a new entrance to Old Street Station, a lift to give access to St Agnes Well and a Legible London sign. Associated with these proposals are works to reconfigure Old St roundabout and the surrounding public realm including providing social seating areas, new landscaping and trees, a dynamic paving scheme across the peninsula and Hostile Vehicle Mitigation (HVM) measures (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (Chair), Judith Loesing, Paul Reynolds and Neil Williamson on 22nd January 2019 following a site visit. The review included a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. A similar scheme was considered by the DRP in 2016 but in the intervening time the proposals have been substantially de-scoped and as such this has been treated as a first review. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

Panel's observations

Overall the DRP welcomed the ambition to improve Old Street Roundabout to make it a safer and more welcoming space, believing it to represent a real opportunity to change the way people experience this part of the city and the Borough. The Panel appreciated that, by its nature, Old Street is a constrained environment and that the scheme seeks to address a number of problems and meet a diverse range of objectives. However, the Panel felt that the scheme has not gone far enough to resolve a number of issues with the site as existing, and that the proposals introduce new issues both in terms of legibility and the movement of people around the formed peninsula.

Additionally, the DRP had strong views on the public realm proposals included in the presentation; in particular, the HVM measures and the dynamic paving scheme. In the interests of cohesive urban design, the scheme was considered holistically, as it was felt

the public realm works are interwoven with the works which are subject to planning controls. In light of this the following comments were offered:

New main entrance to Old Street Station

The Panel found this element of the scheme problematic both in terms of the approach to its design and the problems it creates regarding legibility and manoeuvrability around the site. At ground level, the Panel suggested the footprint of the structure introduces awkward pinch points on the site that could be avoided with a trapezoidal or curved design of the roof structure. At subway level they were concerned about the abrupt termination of the stairs in the subway thoroughfare which is likely to create congestion and conflict in pedestrian movement. Given the constraint of the sewer which runs under the proposed stairs, the panel suggested that the potential for congestion might be eased by removing the back of house London Underground office at the foot of the stairs, or by making the material treatment of this corner more transparent to erase the blind spot.

Footprint aside, the Panel remained unconvinced by the demand for a tiered seating area which has a poor vista, and which is unlikely to be as popular as precedents shown such as Times Square, which is a very different context. The panel felt that a better approach would be to introduce a green roof element to the entrance, and instead focus seating on the ground plain, where it could be better orientated and protected from exposure to traffic and the elements. As a point of principle the Panel felt the tiered seating required the peninsula to accommodate a function that it is perhaps unsuited to, and in so doing created a number of issues with the design, such as difficult wayfinding and a greater requirement of HVM measures.

Lift to St Agnes Well

The Panel were not opposed to the provision of a lift in principle, however, they did suggest that it was likely to cause issues around the perceived accessibility of Old Street Station; the Station itself has no step-free access and the lift will only provide level access to the subways and shops below Old Street. At present the proposals show an uncluttered glass-clad lift structure with integrated lighting which becomes a 'beacon' at night. However, the Panel anticipates that this design will be compromised by the inevitable signage that will have to be erected close to, or upon, the structure to make clear what exactly the lift does and does not provide access to. Lastly, the Panel suggested the lift in the proposed location adds to the fragmentary nature of the overall scheme and suggested it be moved to allow clearer views across the site for those who are emerging from the subway using the main entrance stairs.

Legible London Sign

The Panel had no comments on this element of the proposals, other than to say that it should be sited somewhere that will be visible to the maximum number of people, but that also minimises obstruction.

Public realm and landscaping proposals

The panel members considered that the design of the 'public square' area of the scheme was broadly successful both in introducing a directional promenade to the station entrance (which can be enlivened at appropriate times), and in providing green social spaces for people to use and gather in. This was in contrast to their assessment of the proposed peninsula element of the new plan, which was felt to be confused and fragmentary. Panel members considered that this arises, in part, due to the retention of awkward structures



across the site, but also because of the proposed dynamic paving design and the accretion of bollards and other HVM measures around the perimeter of the peninsula. The Panel felt that this part of the scheme should make stronger reference in materiality and spatial qualities to the 'Avenue of Light'

Regarding public safety requirements, the Panel commended that they would like to see the requirement for protecting the whole peninsula, rather than the station entrance area alone, challenged further with a reasoned risk assessment. They suggested that if it is determined that HVM of the scale proposed is required, then greater emphasis should be made on integrating this into street furniture, planters etc. rather than reliance upon bollards.

The design of the dynamic paving pattern was felt to be incoherent and visually overwhelming given the environmental stressors in the locality (noise, traffic, tall buildings etc.) and complex structures across the site. The Panel urged that this element of the scheme be revisited and simplified. Related to this they suggested the red tactile paving should be changed to grey or a more neutral colour to mitigate the visual impact, as has been accepted for other projects in environmentally sensitive areas.

Retained structures on the site

The Panel had a number of questions relating to the two ventilation shafts and the clerestory that are to be retained under the proposals as they contribute to the poor legibility across the site and were felt to compromise the vision of the project. The Panel considered the ventilation shafts to be an eyesore that contribute the complicated wayfinding across the site. They commented that ideally they would be removed to open up desire lines, and questioned why the two shafts could not be amalgamated into one feature if they must be retained.

Regarding the clerestory, they felt the structure adds interest to the overall peninsula thanks to the inter-visibility with St Agnes Well, but that it does compromise the east-west legibility of the peninsula. They were pleased that the permeability of the clerestory has been preserved in the thinking for the design of the new mesh which will sit in front of the existing railings to the open section. The Panel also suggested that the addition of a green roof to the clerestory could mitigate its existing appearance as well as adding microclimate and biodiversity benefits, but were keen to ensure that the feeling of light and openness in the subway is not compromised.

Summary

Overall the Panel felt that the success of this scheme would come down to legibility and the easy movement of pedestrians across the site. Panel members found that the scheme needs further work to answer the question of how one finds your way across a fragmented site with extant and proposed structures which are obtrusive and either introduce, or exacerbate, pinch points. To ameliorate some of the main issues the Panel strongly recommended the following:

- that the design of the proposed new entrance structure be given further consideration to reduce its footprint, thereby allowing greater pedestrian flow around the peninsula;
- that the position of the proposed lift ought to be revisited and suggested that it might be less obstructive to have it in the location of the associated stairs to the east of Shoreditch Grind;
- that visual clutter, arising for example from retained ventilation shafts and the proliferation of bollards, needs to be reduced, and that the paving design should be toned down, or match more closely the materiality and design of the public square;
- that any retained structures will be in need of careful repair restoration, and that Islington ought to have oversight of any new materials to be used in their refurbishment;

- that the engineering and viability reports which assessed the retained structures be provided, so as those constraints and costs could be weighed in the balance when assessing the design; and
- that special consideration should be given to the legibility of the East-West routes, understanding that some people might just cross the new space without wanting to access the station.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification, please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

Confidentiality

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,

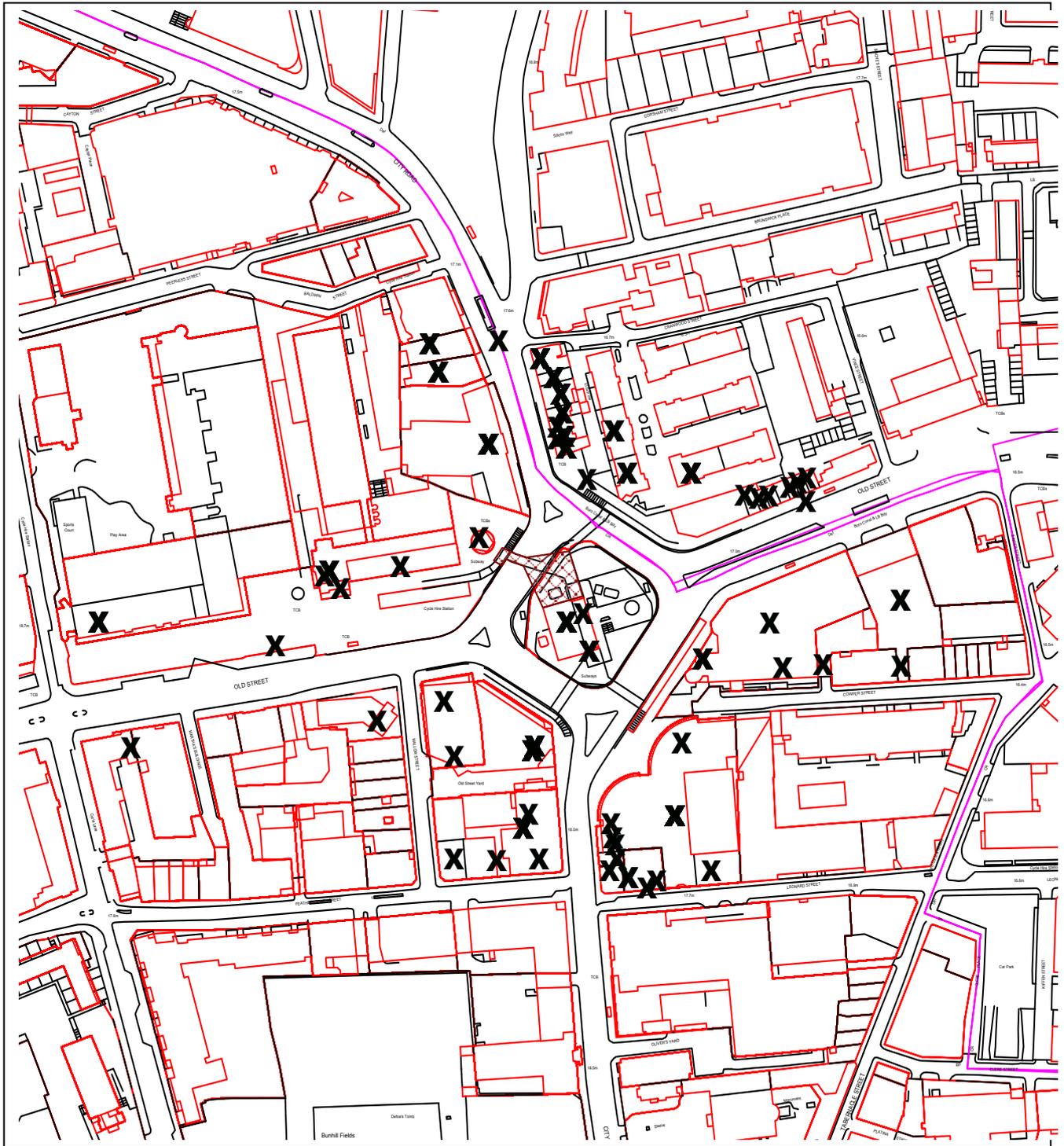


Emma Lawrence
Design & Conservation Deputy Team Manager
Design Review Panel Coordinator



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Islington SE GIS Print Template



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PLANNING COMMITTEE REPORT

Development Management Service
 Planning and Development Division
 Environment and Regeneration Department
 PO Box 333
 Town Hall
 LONDON N1 2UD

PLANNING COMMITTEE		AGENDA ITEM NO: B4
Date:	9 th September 2019	

Application number	P2018/3191/FUL
Application type	Full Planning Application
Ward	Junction
Listed building	n/a
Conservation area	n/a
Strategic	Archway Town Centre Archway Core Strategy Key Area Strategic Cycle Route Local Cycle Route Article 4 Direction – B1a (Office) to C3 (Residential)
Licensing Implications	n/a
Site Address	Paul Anthony House, 724 Holloway Road, London, N19 3JD
Proposal	Two storey roof extension to the existing building to create additional office space (B1a Use Class) along with associated refurbishment and external alterations.

Case Officer	Simon Roberts
Applicant	C/O planning Agent
Agent	PPM Planning Limited

1. RECOMMENDATION

1.1. The Committee is asked to resolve to GRANT planning permission:

- subject to the conditions set out in Appendix 1; and
- conditional upon the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

2. SITE LOCATION AND PHOTOS

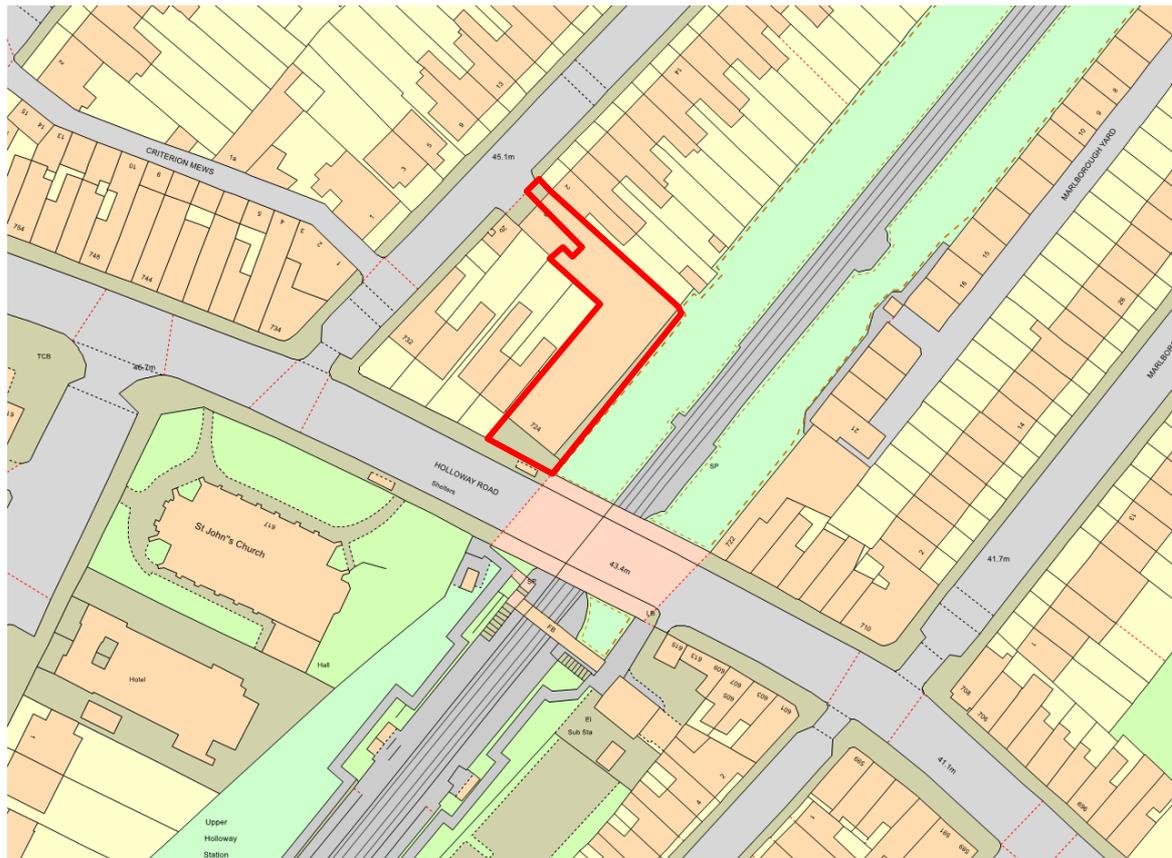


Figure 1: Site Plan (outlined in red)



Figure 2: Aerial view from the south



Figure 3: Aerial view from the north



Figure 4: Photograph of the front elevation of the building and Holloway Road entrance



Figure 5: Photograph showing the side elevation of the building from the bridge on Holloway Road



Figure 6: Photograph of the existing Fairbridge Road access

3. SUMMARY

- 3.1. The application seeks permission for a two storey extension to the roof of the existing building to provide for additional Office (Use Class B1a) floorspace, refurbishment and modernisation of the existing floorspace and alterations to the external fabric and fenestration of the building.
- 3.2. The application is brought to the Planning Committee due to objections received raising relevant planning matters and the uplift of over 250sqm of new office (Use Class B1a) floorspace. The Committee Chairman agreed to accept this application onto the agenda for consistency due to previous application being considered by this Committee.
- 3.3. The proposal is a minor development and would be referable to the Council's Planning Sub-Committee due to the number of objections received and the uplift of over 250sqm of new office (Use Class B1a) floorspace. However, in the interests of consistency this application has been referred to the Planning Committee as the two previous applications on this site were considered by this committee.

- 3.4. The proposal has been amended during the course of the application, with revisions to the design of the extensions in response to consultee and neighbour comments on the scale and massing of the proposal as well as impacts upon neighbouring amenity by reason of loss of privacy and loss of daylight/sunlight.
- 3.5. Planning permission was previously granted for the comprehensive redevelopment of the site in April 2019 following consideration by the Planning Committee on 6 February 2018 (reference P2016/4533/FUL. The current proposal does not seek a redevelopment of the site and instead proposes a two storey extension atop the existing building, with alterations to the external fabric and fenestration. There is no demolition associated with this application proposal.
- 3.6. The main planning considerations are land use, design and appearance, impact upon neighbouring heritage assets, impact upon neighbouring residential amenity and transport and highways implications.
- 3.7. In land use terms, the provision of additional B1a (office) floorspace within Archway Town Centre is supported. The quantum of B8 (storage and distribution) at ground floor level will be reduced slightly (by approx. 50sqm) to accommodate a dedicated refuse/recycling area and lobby for the building, however will remain as a viable unit.
- 3.8. The scale, height, design and appearance of the proposal is considered acceptable within its setting and would not cause detriment to the nearby heritage assets, namely the Grade II* listed St John's Church and St John's Conservation Area, located to the west of the site.
- 3.9. In terms of neighbouring amenity, the proposal would result in a building of comparable scale and massing to that previously granted planning permission. The impact upon neighbouring residential amenity would overall be minimal and would be in line with the extant planning permission. Impact to the level of daylight and sunlight has been fully considered following the submission of a daylight and sunlight report, which highlights minimal transgressions and which would not exceed the impacts of the scheme previously granted planning permission. Impacts upon neighbouring privacy from overlooking would be sufficiently mitigated through design measures and through the recommended planning conditions. Overall, neighbouring amenity is not considered to be unduly harmed by the development.
- 3.10. The site has excellent public transport accessibility level (PTAL) due to its proximity with Upper Holloway overground station opposite the site and bus routes along Holloway Road. The proposal would be a car-free development. The small and difficult to access vehicular forecourt off Holloway Road would be removed and in overall terms the arrangements are not considered to give rise to any highways safety impacts. Servicing and refuse collection would continue to take place on-street from Fairbridge Road, whilst there would be sufficient cycle parking spaces located at basement level.
- 3.11. All other matters relevant to planning are considered to be acceptable. As such, the proposal is considered to be acceptable and is recommended for approval subject to conditions and a legal agreement.

4. SITE AND SURROUNDINGS

- 4.1. The current building on the application site was originally constructed by a tile roofing company in 1910 but has been heavily altered and modified over its lifetime. The building at three storeys in height (plus basement) has its main frontage onto Holloway Road, behind a small forecourt although its long south east elevation is clearly visible to those

moving north on Holloway Road. The three storey building is broadly comparable in height to the adjoining four storey buildings by reason of its generous floor to ceiling heights. The building has a secondary ground floor entrance from Fairbridge Road which runs off Holloway Road. This entrance is through an undercroft beneath an existing 5 storey mixed use (office/residential) building known as 2a Fairbridge Road. Adjacent to 2a is a recently built three storey residential property known as 2b Fairbridge Road which features a contemporary design.

- 4.2. The application site sits on the north eastern side of Holloway Road immediately to the north west of railway lands that carry the London Overground (Barking – Gospel Oak). These lands are designated a Site of Important Nature Conservation (SINC). Across Holloway Road to the south west is St John’s Church, which is Grade II* statutory listed, it’s curtilage is approx. 20m away. The church gives its name to the eponymous St John’s Grove Conservation Area whose north western boundary extends to Holloway Road. It was designated in 1990 (extended 2003). The immediate neighbouring buildings to the north and west of the application site are predominantly 3-4 storey Victorian residential properties, which have gradually been converted into flats.
- 4.3. The site is located within Archway Town Centre and the Archway Key Area, as identified within Islington’s Core Strategy.
- 4.4. Holloway Road (A1) is a main arterial road which is a designated TfL red route. It also a designated as a Strategic Cycle Route within Islington’s Cycle Network. Fairbridge Road is designated a Local Cycle Route within the same hierarchy. The site has a Public Transport Accessibility Level (PTAL) rating of 6a, considered ‘excellent’.

5. PROPOSAL (IN DETAIL)

- 5.1. It is proposed to extend the existing building through the addition of two storeys, alongside external alterations to the building including replacement windows, doors and the provision of a ground floor lobby/reception area.
- 5.2. The proposed development would involve the retention of the existing B8 (Storage and Distribution) use at ground floor level and the B1(a) office use at first and second floor level. The two storey extension would accommodate additional office (B1a) floorspace, whilst the alterations at basement/lower ground floor level would provide sufficient cycle storage, shower facilities and changing rooms for the whole building. It is also proposed to amend the location of staircases and lifts to serve all floors within the building.
- 5.3. During the course of the application, the massing of the proposed extension has been reduced to address harm to neighbouring resident’s daylight and sunlight amenity. Further amendments have been secured following consultation responses in regards to: relocating the lift over-run so that it is not as visible at street level; reducing the area of external roof terraces at both third and fourth floor levels; removing the existing crossover fronting Holloway Road and replacing with landscaping; and improved finer details of fenestration and railings.
- 5.4. Figures 7 and 8 below, show the floorplans of the proposed additional storeys to the building, whilst Figures 9 and 10 show the refurbished basement and ground floor levels.

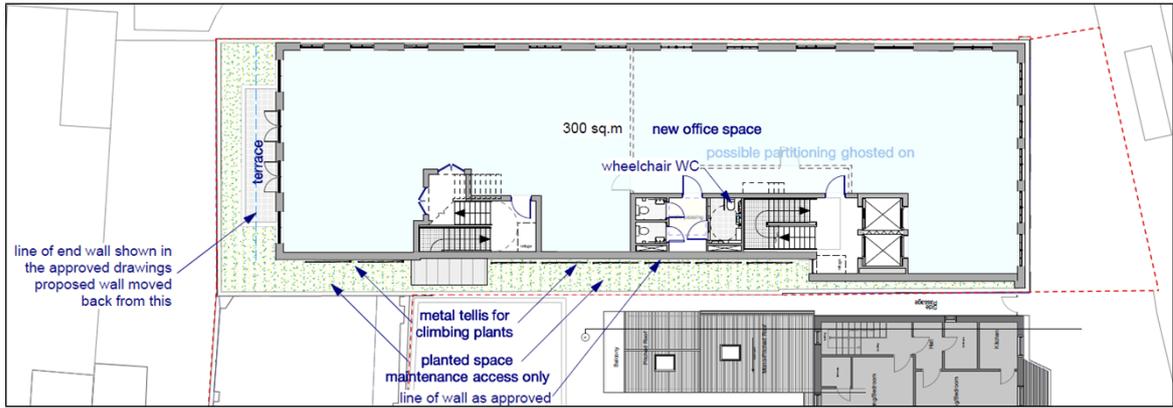


Figure 7: Proposed Third floor

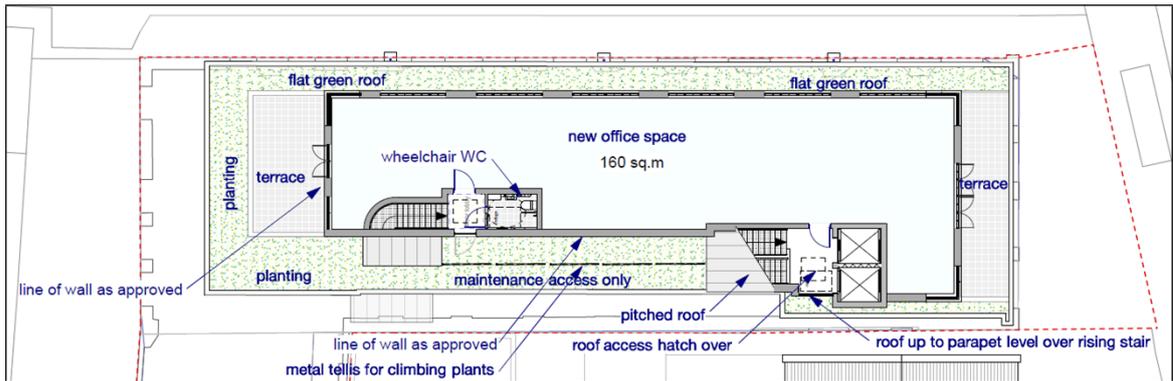


Figure 8: Proposed Fourth Floor

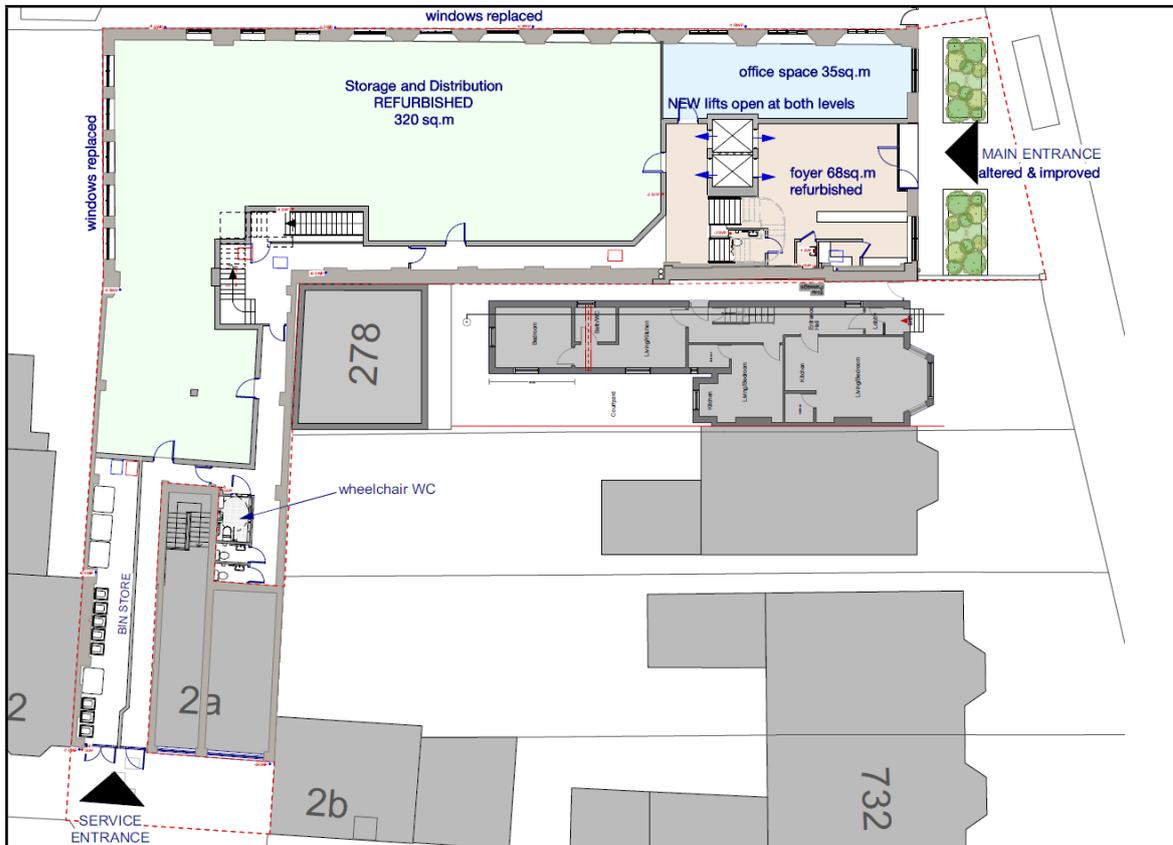


Figure 9: Proposed Ground Floor

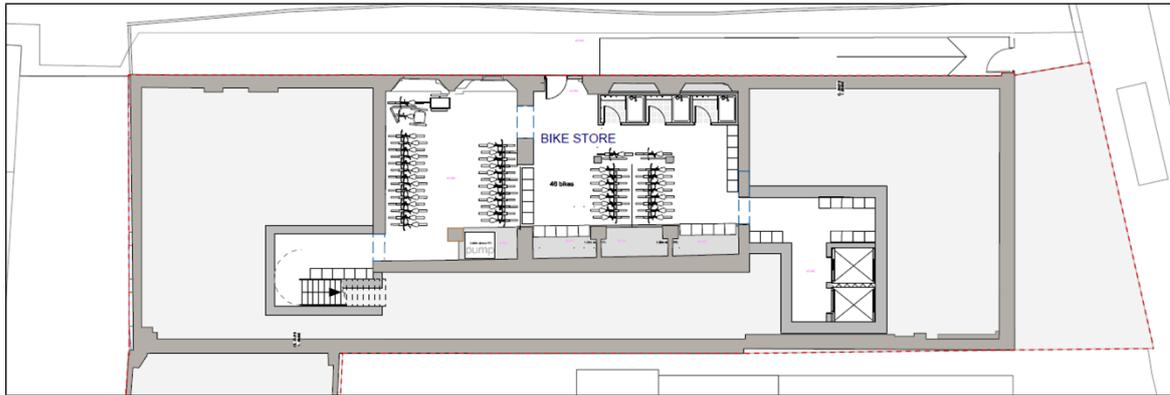


Figure 10: Proposed Basement Level

6. RELEVANT PLANNING HISTORY:

PLANNING APPLICATIONS:

- 6.1 The application site has been the subject of a number of planning applications as follows:
- 6.2 **P2016/4533/FUL** - Demolition of existing building and construction of a part two, part six-storey mixed use building providing 1,802m² of B1(a) office floorspace over basement, ground, first and second floors and 10 residential flats (three x 1-bedroom, six x 2-bedroom, one x 3-bedroom) above – **Resolution to Grant at Planning Committee** on 6th February 2018 subject to s106 legal agreement, decision issued on 24th April 2019.
- 6.3 **P2015/4816/FUL** - Demolition of existing building and construction of a part two, part six-storey mixed use building providing 1423sqm of B1(a) office floorspace over basement, ground, first and second floors; and 7 residential flats (1 x 1 bedroom, 5 x 2 bedroom, 1 x 3 bedroom) above – **Resolution to Grant at Planning Committee** on 19th April 2016 subject to a s106 legal agreement which has yet to be signed. As part of this legal agreement the maximum small sites affordable housing contribution of £350,000 was agreed to be paid. This application was withdrawn given the Applicant's wish not to proceed with completing the s106 legal agreement.
- 6.4 **P2014/1974/PRA** - Prior Approval application for change of use of ground (part), first and second floors of existing B1[a] office to thirteen (13) residential units Class C3 [8 X 1-bedroom and 5 X 2-bedroom] - **Refused Permission** (10th July 2014) due to there being insufficient evidence to demonstrate that the building was primarily used for Class B1 office purposes (officers being of the view that the use was Class B8 storage).
- 6.5 **920875** - Erection of a rear first floor level extension of 37sqm - **Granted Conditional Permission** (11/11/1992).
- 6.6 **861610** - Change of use of part of the ground floor (rear) of existing office premises to provide staff and client dining facilities and recreational facilities - **Refused Permission** (16/02/1987).
- 6.7 **860456** - Change of use of front of ground floor from office to recreation facilities for staff and clients - **Granted Conditional Permission** (15/08/1986).
- 6.8 **821084** - Change of use from warehousing and wholesale us to offices and elevational alterations - **Granted Conditional Permission** (10/01/1983).

RELEVANT NEIGHBOURING PLANNING APPLICATIONS:

2a Fairbridge Road

- 6.9 **P2013/1661/FUL:** Change of use from live work unit to residential unit (C3) on first floor and an office (B1) at ground floor level – **Approved with Conditions** (15/07/2013).
- 6.10 **P2012/0622/FUL:** Renewal of previously approved planning permission ref P091964 for the Installation of green roof and glass balustrades, plus two roof lights to facilitate access and use of terrace – **Approved with Conditions** (01/03/2013).

2b Fairbridge Road

- 6.11 **P121694:** Erection of a two storey, 2 bedroom dwelling house with associated landscaping – **Approved with Conditions** (05/02/2013).

4 Fairbridge Road

- 6.12 **P051403:** Erection of single storey rear extension (01/08/2005).

726 Holloway Road

- 6.13 **P2015/1248/FUL:** Erection of two storey rear extension including roof terrace – **Approved with Conditions** (02/06/2015).
- 6.14 **P2013/0137/COL:** Certificate of lawfulness (existing) in connection with the existing use as 10 self-contained studio flats – **Approved** (19/03/2013).

7 CONSULTATION

Public Consultation

- 7.1 A site notice was erected and letters were sent to occupants of 89 adjoining and nearby properties on 19 November 2018, the initial public consultation of the application therefore expired on 12 December 2018, however it is the Council's practice to continue to consider representations made up until the date of a decision.
- 7.2 Following submission of revised drawings, re-consultation was undertaken on 16/05/2019, providing the opportunity for further representations to be made by 09/06/2019.
- 7.3 To date, a total of 17 representations have been received on the application, 16 of which raise objection to the application.
- 7.4 The points raised within the objections are summarised below [with reference to which sections of this report address those particular concerns indicated in brackets]:
- Loss of privacy as a result of overlooking from windows of the additional two storeys;
[see paragraphs 9.36 – 9.42]
 - Loss of views;
[see paragraphs 9.43 – 9.45]
 - Loss of daylight and sunlight to neighbouring properties;

[see paragraphs 9.51 – 9.94]

- Location of bin store close to residential properties would cause noise, smell, hygiene and disruption;

[see paragraph 9.48]

- Noise and disruption from construction of the development;

[see paragraphs 9.46 – 9.48 and 9.95]

- Increase in parking stress, traffic and road safety;

[see paragraphs 9.96 – 9.111]

External Consultees

- 7.5 **Historic England** – On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation advisers, as relevant.
- 7.6 **London Fire & Emergency Planning Authority** – The Brigade will be satisfied subject to the application meeting the access requirements of Approved Document B5 of the Building Regulations.
- 7.7 **Natural England** – No comment to make.
- 7.8 **Network Rail** – No response received.
- 7.9 **Transport for London (Road Network)** – No objection in principle subject to requiring final details of demolition, delivery and servicing to be submitted. The applicant provided TfL with an updated, draft Constuction Logistics Plan (CLP).

TfL welcomes that most of the construction activities are now proposed to take place from Fairbridge Road and that the Holloway Road site access will only be used for scaffolding erection, this is in principle welcomed. Accredited Site Access Marshals should be employed to carry out traffic management procedures – to ensure the safety of road users and minimise disruption to the highway and public transport networks. Construction materials and deliveries will not be directed to the Holloway Road entrance which is welcomed by TfL, to ensure the bus lane would not be disrupted during construction.

Due to Vision Zero Action Plan, we would not agree to a proposed layout that includes vehicles reversing onto or off the TLRN which is unsafe, particularly for disabled parking.

For avoidance of doubt, we note this would be a car-free scheme and therefore request that the dropped kerb on Holloway Road is removed prior to occupation. This will need to be agreed with TfL as part of the Section 278 process.

[Officer response: The applicant has revised the proposal to ensure the cross-over is re-instated into a full kerb and therefore restricting the front courtyard from being accessible for vehicles. A condition requiring the submission of further details relating to a finalised Construction Logistics Plan]

- 7.10 **Thames Water** – No objection subject to conditions and informatives.

Internal Consultees

- 7.11 **Access Officer** – In summary the access officer was concerned to ensure the proposal amended the existing access into the building so that it would be level and accessible for wheel chair users.

[Officer response: The revised drawings now show that the main entrance and secondary entrance to Fairbridge Road will have level access. A 1000mm width clear to the doors and also step free access is also proposed to the main entrance on Holloway Road.]

In terms of toilet accommodation, the applicant has now provided accessible toilets or toilets accessible to ambulant disabled people, in line with Building Regulations M2 and the provision is accepted.

The access officer advised that she was satisfied that the applicant has provided a good solution to cycle parking. The applicant should provide at least one accessible cycle space, for an ambulant disabled cyclist or a cargo bike or tricycle, served by a route clear of 1500mm. This facility can simply be a Sheffield stand for instance.

[Officer response: Accessible cycle parking space has been provided at basement level alongside shower and changing facilities.]

The access officer advised that the upgrades for the lift and cores is welcomed. A firefighting lift may be required by Building Control – in all instances it will allow all users of the building to safely and independently exit the building until the fire brigade arrives. This is particularly relevant to people with mobility impairments.

[Officer response: The proposals have been revised to include 2x lifts to the building. The applicant has confirmed that a firefighting lift is not required in this instance as the top floor would exceed the threshold of Building Regulations B2 of 18.00m whilst London Fire & Emergency Planning Authority raises no objection subject to complying with Building Regulations.]

The access officer advised that the applicant needs to locate refuges as part of their egress strategy to improve the safe egress and evacuation of mobility impaired users. Similarly, the lobbies should be made fire resistant.

[Officer response: At least 2x refuges have been provided to each floor and 1200mm clearance is provided to the landings of the stairs.]

The access officer advised that Policy DM8.5 part C requires development to “provide adequate mobility scooter storage and charging”, preferably at ground floor level. The location of the proposed charging point to the lobby is now at ground floor level close to the lifts and is acceptable.

- 7.12 **Design & Conservation** – No objection. I am satisfied that the proposal now offers some meaningful improvement to the existing building in addition to the additional storeys. I also think that this proposal is better than the approved scheme and the 2018 pre-app scheme in design terms so it has headed in the right direction. The proposed regularisation of the glazing with a dark crittall style treatment improves the appearance of the existing building, as does the replacement of the plastic rainwater goods with dark painted metal rainwater goods. The proposed new entrance is also of a better proportion and more considered design than the existing arrangement. The proposals could now be said to represent enhancement to the appearance of the existing building rather than just adding floor space.

There would be enhancement to the setting of the Grade II* listed St. Johns Church, especially when viewed from the southern approach along Holloway Road. While the proposed increase in height would not enhance the setting of the Grade II* listed church, the associated improvements to the façade of the existing building (including the regularisation of the glazing patterns and the removal of plastic facing materials) would

create a better townscape relationship with the church and neighbouring heritage assets. The current glazing detracts from the setting of the Grade II* listed building, and the proposed replacement glazing is more sympathetic in its design, materials and consistency. The removal of obtrusive plastic signage would further enhance the setting of the Grade II* listed church.

- 7.13 **Highways and Transport** – As per previous applications, no objection subject to TfL comments relating to a Construction Management Plan for Holloway Road.
- 7.14 **Environmental Health (Acoustic Officer)** – The EPPP team have no objections as per previous application, subject to conditions securing details in relation to plant noise and the submission of an Environmental Construction Management Plan.
- 7.15 **Planning Policy Officer** – No objection.
- 7.16 **Sustainability Officer** – No objection.
- The adopted fabric energy efficiency standards and installation of solar panels are welcomed. The panels should be secured via condition.
 - A green roof should be incorporated in accordance with Policy DM6.5 in order to maximise sustainable drainage and biodiversity benefits, and should be secured via condition. The green roof can be installed under and around the solar panels in the form of a bio-solar roof.
 - The proposal to incorporate native planting as part of the amenity spaces is welcomed and encouraged.
 - The development should aim to install water fittings to achieve at least three credits under the relevant BREEAM scheme, where possible.
 - The Ecology Report provides details of proposed green roof areas, green wall, and bat/bird boxes so that's great. I would also add that they should install swift bricks to external walls above a height of 5 metres.
- 7.17 **Tree Protection Officer** – No objection as the scheme is limited to extensions to the existing building with no further basement excavation.

8 RELEVANT POLICIES

- 8.1 Islington Council Planning Committee, in determining the planning application has the following main statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
 - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.) and;
 - As the development is adjacent to a conservation area(s), the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).
 - As the development is within close proximity to or adjacent to a statutory listed building(s) or its setting, the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving the building or its setting

or any features of special architectural or historic interest which it possesses (s66(1))

- 8.2 National Planning Policy Framework (NPPF) 2019, Paragraph 11 states: *“at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: approving development proposals that accord with the development plan without delay...”*
- 8.3 At paragraph 8 the NPPF states: “that sustainable development has an economic, social and environmental role”.
- 8.4 Further, the NPPF states that sustainable development has an economic, social and environmental role; *“these objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”*
- 8.5 Since March 2014 Planning Practice Guidance for England has been published online.
- 8.6 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 8.7 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law;
 - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 8.8 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.
- 8.9 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty *inter alia* when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Development Plan

- 8.10 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 (ICS) and Development Management Policies 2013 (DM). The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

- 8.11 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013:
- Archway Town Centre
 - Core Strategy Key Area (Archway)
 - Article 4 Direction – B1a (office) to C3 (residential)
 - Local Cycle Routes

Supplementary Planning Guidance (SPG) / Document (SPD)

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

9 ASSESSMENT

- 9.1 The main issues arising from this proposal relate to:

- Land Use;
- Design & Appearance;
- Accessibility and Inclusive Design;
- Neighbouring Amenities;
- Transport and Highways; and
- Waste Management.

Land Use

- 9.2 The NPPF 2019 states that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Decisions and planning policies should define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters.
- 9.3 London Plan Policy 2.15 'Town centres' seeks to ensure development proposals (in accordance with policies 4.7 and 4.8) should: sustain and enhance the vitality and viability of the centre; accommodate economic and/or housing growth through; intensification and selective expansion in appropriate locations; support and enhance the competitiveness, quality and diversity of town centre retail, leisure, employment, arts and cultural, other consumer services and public services; be in scale with the centre; promote access by public transport, walking and cycling; promote safety, security and lifetime neighbourhoods; contribute towards an enhanced environment, urban greening, public realm and links to green infrastructure; and reduce delivery, servicing and road user conflict.
- 9.4 ICS policy CS1 'Archway' is a spatial strategy for the Archway area that outlines the specific spatial policies for managing growth and change for this key area within the Borough. Part D of the policy seeks to maintain and enhance the provision of commercial space in Archway, and will be essential to maintaining the overall borough

wide provision and supporting other uses in the district town centre. Where redevelopment occurs, a range of commercial unit sizes will be required, particularly smaller spaces which are suitable for small and start-up businesses. Furthermore, Part E of the policy stresses that "The historic environment should be used as an asset when developing improvements to the public realm, and should be protected and enhanced, with high quality design encouraged in any development, so that it respects the local context of Archway and its surroundings".

- 9.5 ICS policy CS13 'Employment spaces' seeks to encourage and secure employment space for businesses within the Borough. Part B of policy CS13 states that in relation to existing employment floorspace, development which improves the quality and quantity of existing business floorspace provision will be encouraged.
- 9.6 DM policy DM4.4 'Promoting Islington's Town Centres' seeks to protect and enhance the Borough's Town Centres. Islington's Town Centres are the primary focus for retailing in the borough. To promote their economic and cultural function, the council will apply a sequential approach to assessing applications for retail, services, entertainment, assembly and leisure uses. Ensuring that retail and other important facilities (such as GP surgeries, solicitors, post offices, groceries and newsagents) remain readily accessible is essential to the vitality and viability of Town Centres.
- 9.7 DM policy DM5.1 'New business floorspace' states that within Town Centres and Employment Growth Areas, the council will encourage the intensification, renewal and modernisation of existing business floorspace, including in particular, the reuse of otherwise surplus large office spaces for smaller units. Within these locations proposals for the redevelopment or Change of Use of existing business floorspace are required to incorporate: i) the maximum amount of business floorspace reasonably possible on the site, whilst complying with other relevant planning considerations, and ii) a mix of complementary uses, including active frontages where appropriate.
- 9.8 DM policy 5.4 'Size and affordability of workspace' seeks to ensure an appropriate amount of affordable workspace and/or workspace suitable for occupation by micro and small enterprises within development proposals. Part B of this policy states that within Town Centres, proposals for the redevelopment of existing low value workspace must incorporate an equivalent amount of affordable workspace and/or workspace suitable for micro and small enterprises. Part C of the policy requires applications to demonstrate that where space for micro or small enterprises are provided, the floorspace would meet their needs through design, management and/or potential lease terms.
- 9.9 The application seeks the addition of two storeys to the building to accommodate 460sqm of additional B1a use (office) floorspace Gross Internal Area (GIA). The ground floor would be the subject of alteration to provide an enlarged and reconfigured lobby/reception area to the building, which would see the reduction.
- 9.10 The site was the subject of previous major planning applications (ref: P2015/4816/FUL and P2016/4816/FUL) which were reported to Islington Planning Committee on 19th April 2016 and 6th February 2018, respectively. The Planning Committee resolved to grant planning permission to both applications, subject to a legal agreement securing planning obligations.
- 9.11 The application differs from the extant planning permission (P2016/4816/FUL) which involved the full redevelopment of the site with demolition of the existing building, an increased basement excavation and the introduction of residential units.
- 9.12 The site lies within Archway Town Centre, where DM Policy DM4.4 part D states that '*the change of use of ground floor units from main town centre uses to other uses within town*

centres will generally be resisted'. The lawful use of the ground floor of 724 Holloway Road is for office (B1a Use Class) and storage and distribution (B8 Use Class), the latter of which is not a main town centre use.

- 9.13 Use Class B1(a) office space is defined within the Development Plan Chapter 5 Development Management Policies 2013 as a 'business' use. Core Strategy policy CS5 promotes the importance of the development of business floorspace to contribute to wider employment growth within the borough. Policy DM5.1 supports this position, encouraging the intensification, renewal and modernisation of existing business floorspace. Furthermore, B1 floorspace would support higher employment densities and thus create additional employment opportunities within the borough.
- 9.14 Office (B1a Use Class) is identified through Policy DM5.1 as being an appropriate main town centre use and therefore complies with Policy DM4.4, and would not prejudice the vitality of the Town Centre. Further, the slight reduction in storage and distribution (B8 Use Class) can therefore be supported given it allows the intensification of a use (Office) which is considered a main town centre use.
- 9.15 The proposal is not a major application given the extension and change of use at ground floor level would not exceed 1,000sqm and is not a redevelopment of the site. Whilst improvements to the fenestration and cores of the building would not constitute significant refurbishment of low-value workspace to warrant, it is considered that the floorspace proposed could adequately be sub-divided into smaller individual units for micro or small enterprises.
- 9.16 The existing site comprises 568 sqm of business (B8 warehouse use) floorspace, and a further 846 sqm of office (B1(a)) floorspace. The proposal would deliver an additional 460sqm of new high quality office floorspace at third and fourth floor level, complimenting the existing office floorspace at first and second floor level. As such, the continuation of the warehouse use and the intensification of the office use on the site is appropriate in policy terms and is supported.

Design & Appearance

- 9.17 Planning policies relevant to design are set out in chapter 7 of the London Plan, Policy CS9 and policies in chapter 2 of Islington's Development Management Policies.
- 9.18 London Plan Policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings, and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan Policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings. The Mayor of London's Character and Context SPG notes at paragraph 7.26 that "the key or essential characteristics of a place provide an important reference point against which change can be assessed".
- 9.19 At the local level, policy CS9 of Islington's Core Strategy (2011) sets out an aim for new buildings to be sympathetic in scale and appearance and to be complementary to local identity.
- 9.20 The application site is located directly opposite the Grade II* listed St Johns Church and St John's Grove Conservation Area. Policy DM2.3 requires that new development within the setting of a listed building does not harm its significance. In considering whether to grant planning permission for development which affects a listed building or its setting, Section 66 and 72 of the Town and Country Planning Act states that the local planning

authority shall have special regard to the desirability of preserving the setting or any features of special architectural or historic interest which the heritage asset possesses.

- 9.21 The proposal involves retention of the existing building whereas the scheme previously granted planning permission involved the demolition of the existing building and erection of a new building occupying the same footprint. The alterations to the façade of the existing building are considered acceptable and are supported by the Design and Conservation Officer. The proposed regularisation of the glazing with a dark crittall style treatment is considered to improve the appearance of the existing building, as does the replacement of the plastic rainwater goods with dark painted metal rainwater goods. The proposed new entrance is also of a better proportion and more considered design than the existing arrangement. The proposed elevational alterations are considered to represent an enhancement to the appearance of the existing building.
- 9.22 The principle of additional height has been established through the extant planning permission. The proposed two storey extension differs from the extant permission in terms of scale and massing as a larger third and fourth floor are proposed. The proposed extension would not exceed the height of neighbouring 2A Fairbridge Road, as shown below in Figure 11.

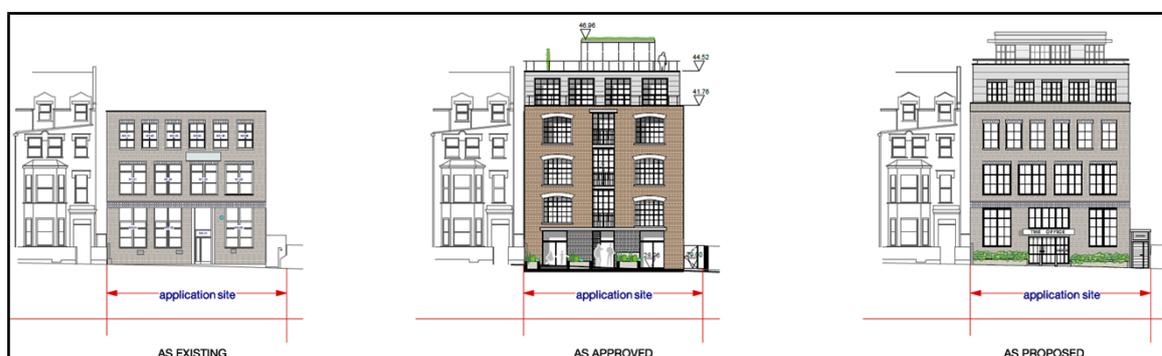


Figure 11: Comparison showing the existing, as approved and as proposed front elevation

- 9.23 It is considered that the proposed design of the extensions would complement the host building and the surrounding context. The contemporary design of the two storey extension would provide an appropriate contrast to the host building and it would be set back from the front elevation which would ensure that it does not appear unduly prominent. It is considered that the proposed extension would represent an improvement over the previously approved scheme insofar as it would have a more symmetrical appearance at 5th floor level. It is considered that the increased bulk of the building following the proposed extension would not detract from the street-scene, nor have any significant adverse effect on the setting of the Grade II* listed church located opposite. The site does not fall within a Conservation Area but is located adjacent to the St John's Grove Conservation Area and for the reasons set out above the development would not result in harm to the setting of the conservation area.
- 9.24 The proposed lift-overrun would extend 1.2m above the roof level. It would be set back from the front elevation by 2.9m and would not appear unduly visible on the streetscene.
- 9.25 While the site is not within a conservation area and does not affect the fabric of any designated heritage assets, it is located in close proximity to the Grade II* listed St John's Church and the St John's Grove Conservation Area. It is clearly important in this case to assess what impact the proposal would have on nearby heritage assets.
- 9.26 The Council's Design & Conservation Officer has advised that there would be enhancement to the setting of the Grade II* listed St. Johns Church, especially when

viewed from the southern approach along Holloway Road. The listed building is located over 40 metres away from the subject site.

- 9.27 While the proposed increase in height would not enhance the setting of the Grade II* listed church, the associated improvements to the façade of the existing building (including the regularisation of the glazing patterns and the removal of plastic facing materials) would create a better townscape relationship with the church and neighbouring heritage assets. The current glazing detracts from the setting of the Grade II* listed building, and the proposed replacement glazing is more sympathetic in its design, materials and consistency. The removal of the existing obtrusive plastic signage would further enhance the setting of the Grade II* listed church.
- 9.28 The proposal is also not considered to harm the character or appearance of the Conservation Area, given limited views of the subject site from St John's Grove and the Grade II* listed church shielding views out of the Conservation Area of the subject site. As such, no objection is raised to the proposal in terms of heritage impacts in accordance with section 66 and section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 9.29 The proposal is considered to be in accordance with Policy 7.6 of the London Plan (2016), Policies CS3, CS8 and CS9 of Islington's Core Strategy (2011) and the aims and objectives of Development Management policies (2013) Policies DM2.1 and DM2.3. It is considered that the proposal is acceptable in design terms.

Accessibility and Inclusive Design

- 9.30 Policies 3.5 and 7.2 of the London Plan require all new development to achieve the highest standards of accessible and inclusive design and meet the changing needs of Londoners over their lifetimes. These aims are reflected in Policy DM2.2 of the Islington Development Management Policies, which requires all development to demonstrate, inter alia, that they produce places and spaces that are convenient and enjoyable to use for everyone and bring together the design and management of development from the outset and over its lifetime. To achieve this the proposal should be designed in accordance with Islington's Inclusive Design in Islington (2014) SPD.
- 9.31 The proposal seeks to replace two existing lifts and relocate them closer to the front of the building in order that they can be accessed from the newly laid out lobby/reception area. An existing step would be removed from the main entrance and there would be level access from the street to all floors within the building. A mobility scooter charging point is proposed to the ground floor lobby area opposite the lifts.
- 9.32 There are limited opportunities for providing a safe drop-off point on Holloway Road as this is a TfL Red Route, but the proposed loading bay on Fairbridge Road would provide a safe area for a drop-off and although not convenient it would ensure that wheelchair users would not need to cross a road, as they would still access from the main entrance on Holloway Road.
- 9.33 Accessible cycle parking spaces has been provided at basement level, with at least 1500mm width route to the basement from street level. Sufficient refuges are located to each level of the building in the event of a fire.
- 9.34 The proposal is considered acceptable in relation to accessibility and inclusive design.

Neighbouring Amenity

- 9.35 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality. Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.

Overlooking and Privacy

- 9.36 The subtext to Policy DM2.1 states at paragraph 2.14 that *'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy'*. In the application of this guidance, consideration has to be given also to the nature of views between windows of the development and neighbouring habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.
- 9.37 The proposed development includes no residential accommodation or habitable rooms, therefore the 18m requirement is not directly relevant. Nevertheless, there is potential for office windows to adversely affect the privacy of neighbouring residential properties.
- 9.38 The proposed windows of the two storey extension (third and fourth floors) to the north-east elevation would be set away from the existing building envelope of the host building by 2.9m at third floor level and at 5.8m fourth floor level. As such, these windows would not allow for overlooking of neighbouring windows or rear gardens to properties at 2, 4 and 6 Fairbridge Road, and beyond.
- 9.39 There are no windows proposed to the north-west elevation of the extensions at third and fourth floor levels, therefore there would be no overlooking to properties on Holloway Road or to 2a and 2b Fairbridge Road.
- 9.40 A condition (No.4) is recommended to require the windows serving the office floorspace which overlook the rear garden of 726 Holloway Road to be permanently fixed shut. The windows on the south east and south west elevations would face over a railway and busy road respectively and would not result in any overlooking.

Roof terraces

- 9.41 The roof terrace to the third floor would be set 1.2m from the boundary with no.2 Fairbridge Road, whilst the roof terrace at fourth floor level would be set 4.8m from the boundary with no.2 Fairbridge Road. The location of the roof terraces are such that the relevant angle views (as shown below in figure 12), are considered to satisfactorily demonstrate that opportunities to directly overlook Nos. 2, 4 or 6 Fairbridge Road are minimised.
- 9.42 The roof terraces would also be located between 18.0m and 19.0m away from habitable room windows at 2a Fairbridge Road (as shown below in Figure 12), ensuring a sufficient degree of separation to maintain the privacy of occupants of No. 2a Fairbridge Road.

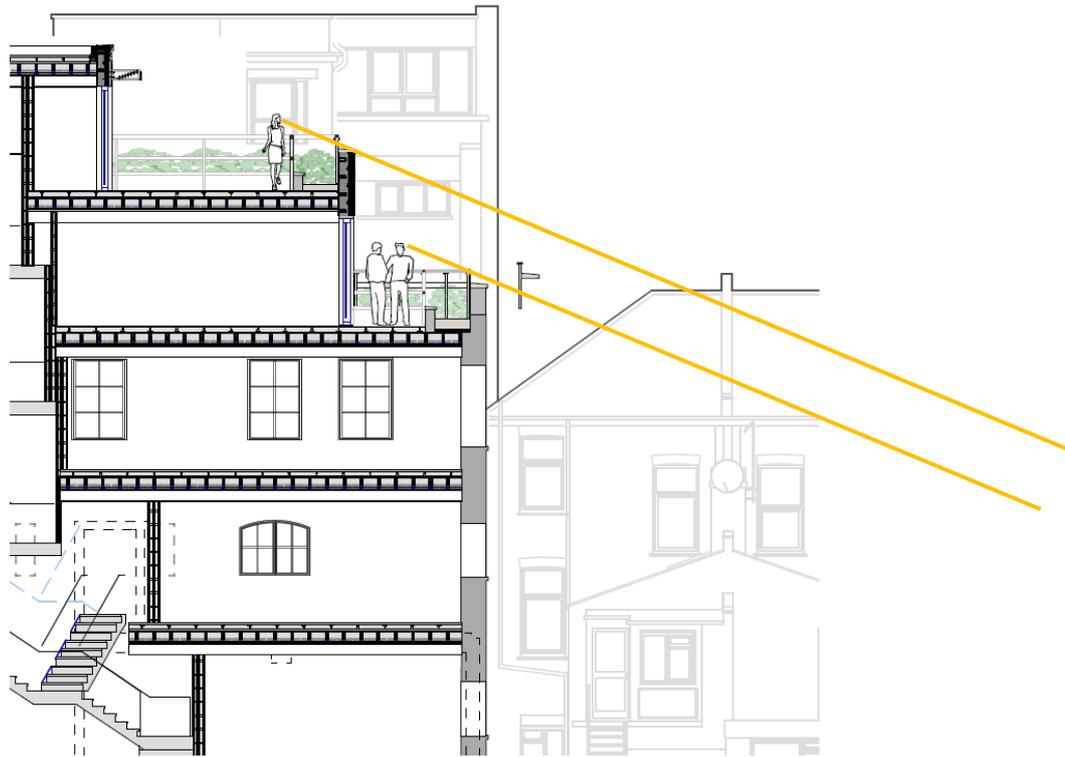


Figure 12: Section showing the proposed roof terraces to third and fourth floors. Orange lines show indicative views from the roof terraces

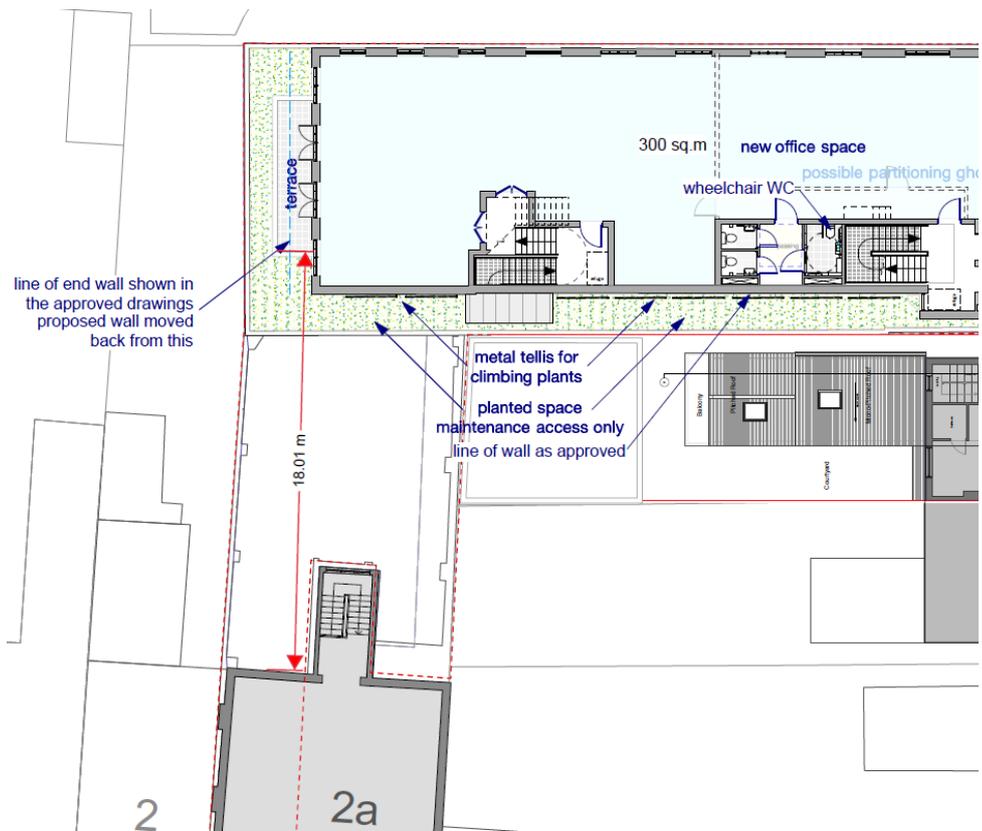


Figure 13: Plan at third floor level showing distance between roof terrace and neighbouring 2a Fairbridge Road is at least 18.0m.

Outlook

- 9.43 Whilst the increase in height would be noticeable from the rear gardens of 726–732 Holloway Road, rear windows within these properties would retain adequate outlook to the north-west towards Fairbridge Road and the rear gardens of 2a, 2b, 4 and 6 Fairbridge Road. This would be due to the lower two storey element of the scheme being lower in height than the current stair-core to the rear of 2a Fairbridge Road.
- 9.44 Equally because of this proposed arrangement, the scheme could not be said to unduly worsen the sense of enclosure to the rear of these properties. Furthermore because of the oblique arrangement of windows to the rear of 2A and 2B and 4 Fairbridge Road to development, officers are of the view that occupiers of these properties would not experience any significant increase in a sense of enclosure over what is currently experienced through the existing building.
- 9.45 The proposal is therefore not considered to give rise to an unduly harmful loss of outlook or unduly harmful increased sense of enclosure when viewed from neighbouring residential properties.

Noise and Disturbance

- 9.46 The proposed development would be unlikely to result in an unduly harmful impact by reason of noise and disturbance affecting neighbouring occupiers given that office uses do not typically generate significant noise and are compatible with residential uses.
- 9.47 The building would continue to be accessed via the two existing entrances and it is not considered that the level of pedestrian activity which would result from the intensification of the business use would give rise to any discernible increase in the level of noise and disturbance at nearby properties.
- 9.48 All servicing for the building would be carried out using a proposed on-street loading bay on Fairbridge Road, which reduces the current reliance on the inappropriately located servicing area off Holloway Road. Objections have been received in relation to the storage of bins and activity beneath a residential unit (2A Fairbridge Road), however this is considered to be an existing situation given the servicing to the B8 unit has historically been located here whilst it is close to the servicing entrance of the building ensuring quick and easy access for collection.

Light Pollution

- 9.49 Given the proposed number and proximity of new full height glazing panels facing the adjoining buildings along Holloway Road and Fairbridge Road, objections from neighbouring properties raised concerns that the amount of light emanating from the proposed development would have the potential to harm neighbour amenity. There is a possibility of late night light pollution should office staff need to work outside normal office hours. However, it is not recommended that the hours of use of the office be restricted as this could prove onerous for potential occupants. It is considered that potential light pollution could be adequately mitigated through measures such as the use of daylight and occupancy sensors for internal lighting and automated roller blinds.
- 9.50 Furthermore, it is recommended that the use of the external roof terraces is to be limited to daytime only with external lighting to be restricted. Conditions 7 and 8 are recommended to address light pollution concerns.

Daylight, Sunlight and Overshadowing

- 9.51 In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 9.52 A number of the representations received during the consultation period of the application objected to the proposal in regards to loss of daylight, sunlight and overshadowing.

Daylight Guidance

- 9.53 The BRE Guidelines stipulate that... *“the diffuse daylighting of the existing building may be adversely affected if either:*
- *the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value.*
 - *the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value.” (No Sky Line / Daylight Distribution).*
- 9.54 At paragraph 2.2.7 of the BRE Guidelines it states: *“If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area of lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.”*
- 9.55 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.
- 9.56 At paragraph 2.2.8 the BRE Guidelines state: *“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside”.*
- 9.57 Paragraph 2.2.11 states: *“Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.”* The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.
- 9.58 The BRE Guidelines at its Appendix F gives provisions to set alternative target values for access to skylight and sunlight. It sets out that the numerical targets widely given are purely advisory and different targets may be used based on the special requirements of the proposed development or its location. An example given is *“in a mews development within a historic city centre where a typical obstruction angle from ground floor window level might be close to 40 degrees. This would correspond to a VSC of 18% which could be used as a target value for development in that street if new development is to match the existing layout”*

Sunlight Guidance

9.59 The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:

“If a living room of an existing dwelling has a main window facing within 90degrees of due south, and any part of a new development subtends an angle of more than 25 degrees to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected. This will be the case if the centre of the window:

- *Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and;*
- *Receives less than 0.8 times its former sunlight hours during either period and;*
- *Has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.”*

9.60 The BRE Guidelines) state at paragraph 3.16 in relation to orientation: *“A south-facing window will, receive most sunlight, while a north-facing one will only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows will receive sunlight only at certain times of the day. A dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit.”*

9.61 The guidelines go on to state (paragraph 3.2.3): *“... it is suggested that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun”.*

9.62 Where these guidelines are exceeded then sunlighting and/or daylighting may be adversely affected. The BRE Guidelines provide numerical guidelines, the document though emphasises that advice given is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design.

Overshadowing Guidance

9.63 The BRE Guidelines state that it is good practice to check the sunlighting of open spaces where it will be required and would normally include: ‘gardens to existing buildings (usually the back garden of a house), parks and playing fields and children’s playgrounds, outdoor swimming pools and paddling pools, sitting out areas such as those between non-domestic buildings and in public squares, focal points for views such as a group of monuments or fountains’.

9.64 At paragraph 3.3.17 it states: *“It is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21 March.”*

Assessment

9.65 The Applicant has submitted a Daylight & Sunlight Report (ref:MC/GO/ROL00102) dated 04/09/2018 and prepared by Antsey Horne. A revised Daylight, Sunlight &

Overshadowing report dated 25 July 2019 and prepared by Antsey Horne was submitted following revisions to scheme. The report considers the impacts of the proposed development on the residential neighbours in accordance with the 2011 Building Research Establishment (BRE) guidelines.

- 9.66 It includes information on where internal arrangements have been sourced (planning applications and estate agent detail).
- 9.67 It is noted that the existing values to some of the neighbouring properties in regards to the Daylight, Sunlight and Overshadowing report from the extant planning permission differ to that submitted as part of this current applicant. This is due to the implementation planning permission P2015/1248/FUL dated 02/06/2015 at 726 Holloway Road, for a first floor extension to the rear outrigger.
- 9.68 There are no other unimplemented planning permissions within the area of study and for purposes of clarity 2A Fairbridge Road is a first floor flat within the four storey 1970's commercial building and 2B Fairbridge Road is the contemporary designed 3-storey dwelling located immediately to the west of this building. No. 2 Fairbridge Road is a 3-storey Edwardian terraced building with a rear garden which abuts the site. Numbers 726-732 Holloway Road are a mix of flats and maisonettes whilst No.722 to the south of the railway cutting provides commercial and community uses at ground with residential use on its upper floors.
- 9.69 The Report claims that the results are "*comparable to planning consent P2016/4533/FUL, with only small statistical changes to the daylight and sunlight levels. Therefore, the overall change in daylight and sunlight to neighbouring properties compared to the consented proposal is negligible*". It is worth noting that 726 Holloway Road has implemented an extension to the property since the consideration of the extant consent to the Application site, and this has been incorporated into the revised Daylight & Sunlight Report.
- 9.70 Below is the maps and window locations of the neighbouring properties tested within the submitted Daylight & Sunlight Report.

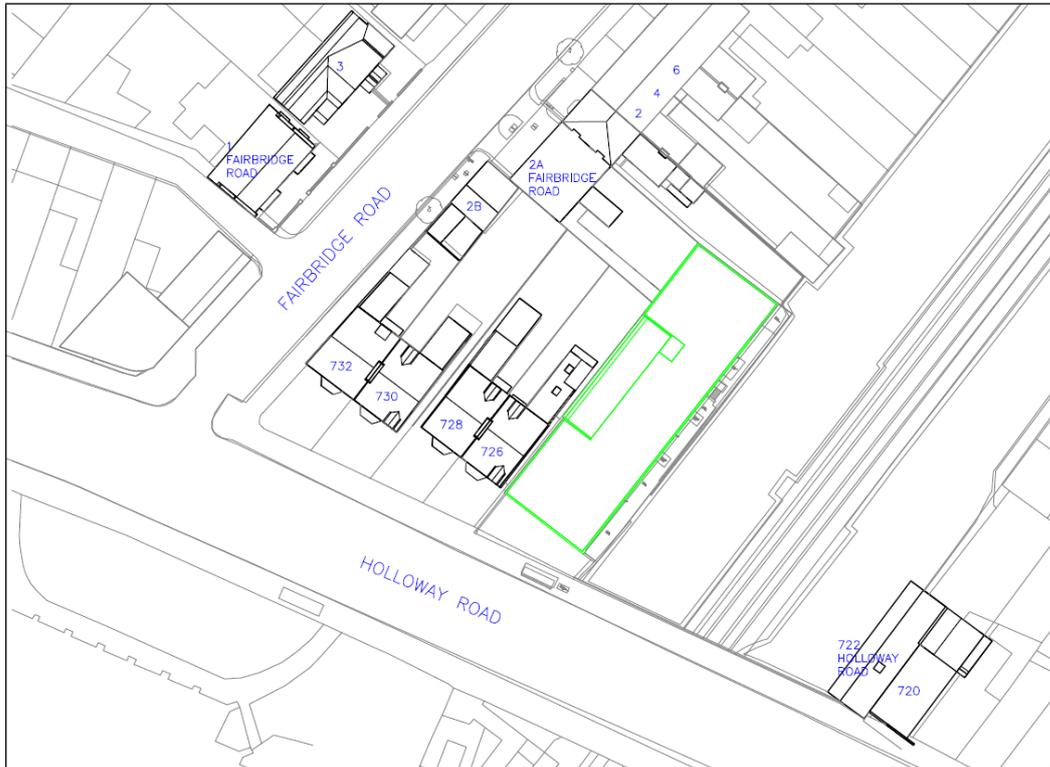


Figure 14: Map of adjoining properties tested

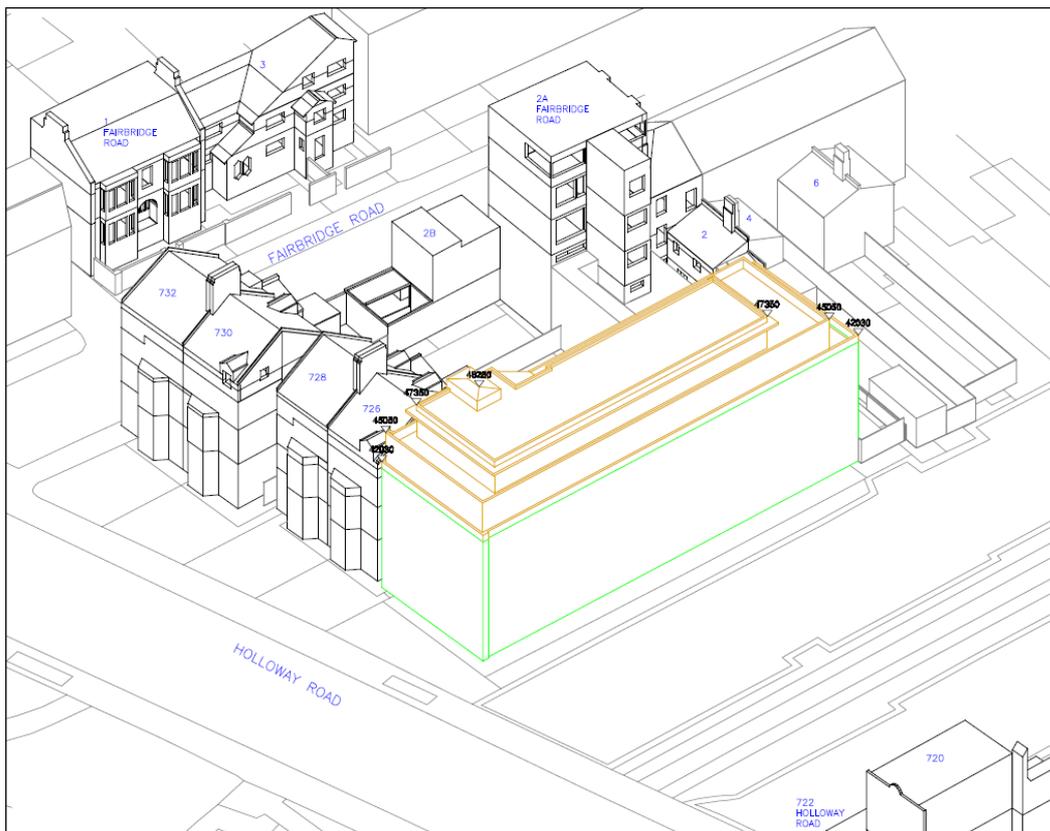


Figure 15: 3D Mapping Proposal looking North.

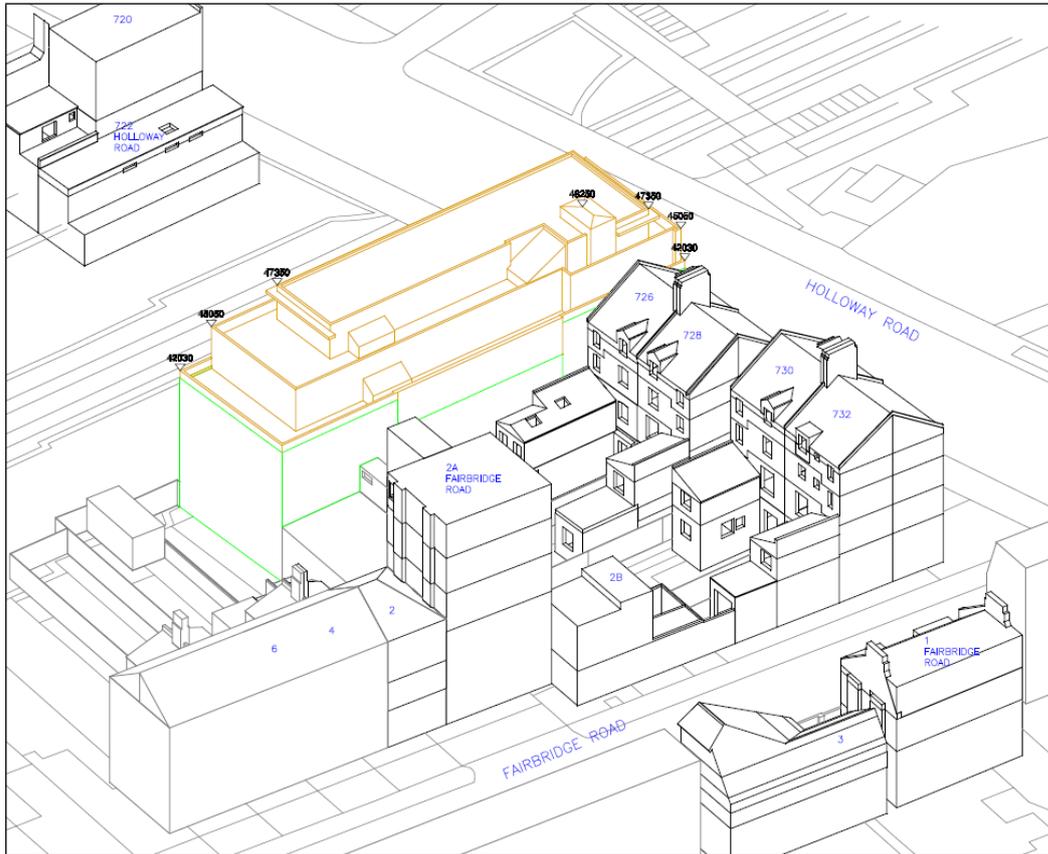


Figure 16: 3D Mapping Proposal looking South.

Impacts to Daylight

9.71 The transgressions to neighbouring properties are reported for reference in the below table:

Table 1 Daylight – proposed scheme	Vertical Sky Component (VSC)			No Skyline/ Daylight Distribution (DD)			
	Existing (%)	Proposed (%)	Reduction (%)	Room (sq m)	Previous (sq m)	Proposed (sq m)	Reduction (%)
726 Holloway Road							
First Floor R3 / W3 LKD	0.85	0.40	53%	9.72	9.71	9.69	0
728 Holloway Road							
Ground Floor R1 / W2 Kitchen	13.77	9.49	31%	12.43	10.38	9.18	12%
Ground Floor R2 / W3 Unknown	12.17	8.37	31%	11.72	6.74	3.42	49%
First Floor R2 / W2 Unknown	17.76	11.40	36%	5.00	4.33	3.82	12%
First Floor R2 / W3 Unknown	15.59	10.09	35%				
2a Fairbridge Road							
First Floor R2 / W5	21.68	16.91	22%	8.44	5.51	5.51	0

9.72 The submitted report indicates that a total of 101 windows facing the site were assessed and demonstrates that 6 (6%) windows would experience a reduction of more than 20% in VSC (identified in Table 1). In most of these cases however, the loss is mitigated by the fact that the windows are not the sole source of daylight to the rooms they serve.

9.73 Only 1 room of the properties tested would see significant reduction in DD and this would occur within Room 2 at the Ground Floor of 728 Holloway Road. The neighbouring properties are individually detailed further below:

9.74 The following properties comply with the BRE guidance:

- 1 Fairbridge Road;
- 2 Fairbridge Road;
- 2b Fairbridge Road;
- 3 Fairbridge Road;
- 4 Fairbridge Road;
- 720 Holloway Road;
- 722 Holloway Road;
- 724 Holloway Road;
- 730 Holloway Road; and
- 732 Holloway Road

9.75 726 Holloway Road would see 1 window of 11 assessed fail BRE guidance with a 53% loss in VSC, however there would be no reduction in DD to the room the window serves.

This window serves a living/kitchen/diner at first floor level, is located less than 1m away from the application site and has a very low existing level of VSC at 0.85%.

- 9.76 Given this window has very low level of existing VSC (0.85%) it is sensitive to any change, and any change would therefore be perceptible. This also explains why the DD would not change to significant degree (more than 20%). It is noted that this window was introduced implementing planning permission P2015/1248/FUL dated 02/06/2015, and that this room is also served by a roof light as shown within the approved plans of this permission, the rooflight would ensure that the room benefits from direct sunlight.
- 9.77 Furthermore, the Daylight & Sunlight Report relating to the extant consent showed that 2 windows failed the BRE guidelines, and as such the current proposal (with only 1 windows failing) would be less harmful to overall daylight amenity at No. 726 than the previously approved scheme. It is also the case that the currently proposed scheme has less of an impact to this window in terms of VSC that was agreed in permission ref: P2016/4533/FUL.
- 9.78 728 Holloway Road would see 4 windows of 10 assessed experience a loss of between 31% and 36% in VSC to windows at both ground and first floor level. Room 2 at Ground Floor would experience a reduction of 49% in DD. This room is to the side elevation of the rear outrigger and while it is acknowledged that the room would fail the BRE test, the window in question already falls behind existing outriggers and extensions to the neighbouring building at No. 726 Holloway Road. It is also the case that the currently proposed scheme has essentially the same impact in terms of VSC that was agreed in permission ref: P2016/4533/FUL.
- 9.79 2a Fairbridge Road would see 1 window of the 11 assessed fail to comply with BRE guidance with a 22% reduction in VSC, however the window identified at first floor (R2 / W5) serves a bedroom and would see no reduction at all to DD. Officers consider this room is likely to be a bathroom based on the floorplans provided. Officers note that a 22% reduction is 2% greater than is suggested as being acceptable by the BRE guidance, and while this transgression is not a benefit, the impact is at the lower end of the scale.

Summary

- 9.80 In summary, the number of transgressions would therefore not exceed those which were identified in relation to the extant consent (P2016/4533/FUL). In view of the planning history (which includes the fact that comparable daylight impacts have previously been considered acceptable), it is recommended that the daylight impacts arising from the proposed development can be accepted.

Impacts to Sunlight

- 9.81 The submitted report indicates that only those buildings identified by application of the BRE guide's preliminary 25° line test and orientation test, as explained above, have been tested. 720 Holloway Road was not tested for this reason. The transgressions to neighbouring properties are reported for reference in the below table:

Table 2: Sunlight – Proposed Scheme		Annual (APSH)			Winter (WPSH) (between 21 September and 21 March)		
Room / Window	Room Use	Existing	Proposed	% Reduction	Existing	Proposed	% Reduction
726 Holloway Road							
First Floor R3 / W7	Living / Kitchen	18	4	78%	0	0	0
728 Holloway Road							
Ground Floor R1 / W1	Kitchen	7	0	100%	0	0	0
Ground Floor R1 / W2	Kitchen	16	7	56%	0	0	0
Ground Floor R2 / W3	Unknown	9	2	78%	0	0	0
First Floor R2 / W2	Unknown	21	5	76%	0	0	0
First Floor R2 / W3	Unknown	16	3	81%	0	0	0
2 Fairbridge Road							
First Floor R2 / W2	Unknown	21	16	24%	7	2	71%

9.82 The submitted report indicates that a total of 68 windows were assessed and demonstrates that 7 (15%) windows would experience a reduction of over 20% in APSH (identified in Table 2 above). In most of these cases however, the loss is mitigated by the fact that the windows are not the sole source of sunlight to the rooms they serve. The neighbouring properties are individually detailed further below as follows:

9.83 The following properties comply with the BRE guidance:

- 1 Fairbridge Road;
- 2a Fairbridge Road;
- 2b Fairbridge Road;
- 3 Fairbridge Road;
- 4 Fairbridge Road;
- 720 Holloway Road;
- 722 Holloway Road;
- 724 Holloway Road;
- 730 Holloway Road; and
- 732 Holloway Road

9.84 726 Holloway Road would see 1 of the 2 windows assessed experience a reduction of 78% in APSH. This window is located at first floor level and serves a living/kitchen/diner facing the subject site and was introduced implementing planning permission P2015/1248/FUL dated 02/06/2015. It is noted that this room is also served by a roof light as shown within the approved plans of this permission, the rooflight would ensure that the room benefits from direct sunlight.

9.85 728 Holloway Road would see 5 of the 12 windows assessed experience reductions in excess of 20% APSH. At ground floor level, the largest reductions would be to a kitchen, with the windows experiencing a 56% and 100% reduction in APSH. This change has been caused by the construction at 726 Holloway Road of an extension, which lowers the APSH baseline position in 728 Holloway Road. The actual retained values are comparable to the scheme approved in P2016/4533/FUL.

Room 2 at ground floor, would also experience a reduction of 75% APSH. It is noted that the impacts at the first floor level are comparable to those seen in the scheme approved in P2016/4533/FUL.

9.86 2 Fairbridge Road would see 1 of the 8 windows assessed experience a 24% reduction to APSH and 71% reduction to WPSH. This window is located at first floor level, which is shown as a bathroom based on the floorplans.

Overshadowing

9.87 The BRE guidelines state that to appear adequately sunlit throughout the year, at least half of an amenity space should receive at least 2 hours of sunlight on 21st March (the spring equinox, when day and night are roughly the same length of time).

9.88 An addendum to the Daylight and Sunlight report was submitted with the results for 'Sunlight to existing surrounding gardens and open spaces' dated 08/08/2019. which indicates that the gardens to 2-4 Fairbridge Road and 2a Fairbridge Road would experience no change to the sunlight to their garden amenity areas.

9.89 726 Holloway Road receives no sunlight to the rear garden as existing and as such would also not receive any sunlight following the development as proposed.

9.90 728 Holloway Road currently receives sunlight to 33% (31.56sqm) of the garden and the proposed development would reduce this to 13% (12.04sqm). This is therefore a reduction of 62%, which is less of a reduction when compared to the extant permission, which saw a reduction of up to 71%.

9.91 730 Holloway Road currently receives sunlight to 39% (62.90sqm) of the garden and the proposed development would reduce this to 33% (52.81sqm). This is therefore a relatively minimal reduction of 16% and is the same reduction as the extant permission.

9.92 732 Holloway Road currently receives sunlight to 10% (4.00sqm) of the garden and the proposed development would reduce this to 4% (1.68sqm). This is a reduction of 58%.

9.93 The existing buildings on Holloway Road cause the main overshadowing to nearby gardens, whilst the gardens to 728 and 730 Holloway Road are extensive (over 30sqm). As such, the loss of sunlight to neighbouring gardens is not considered so significant as to warrant refusal of the application, given the prevailing urban context.

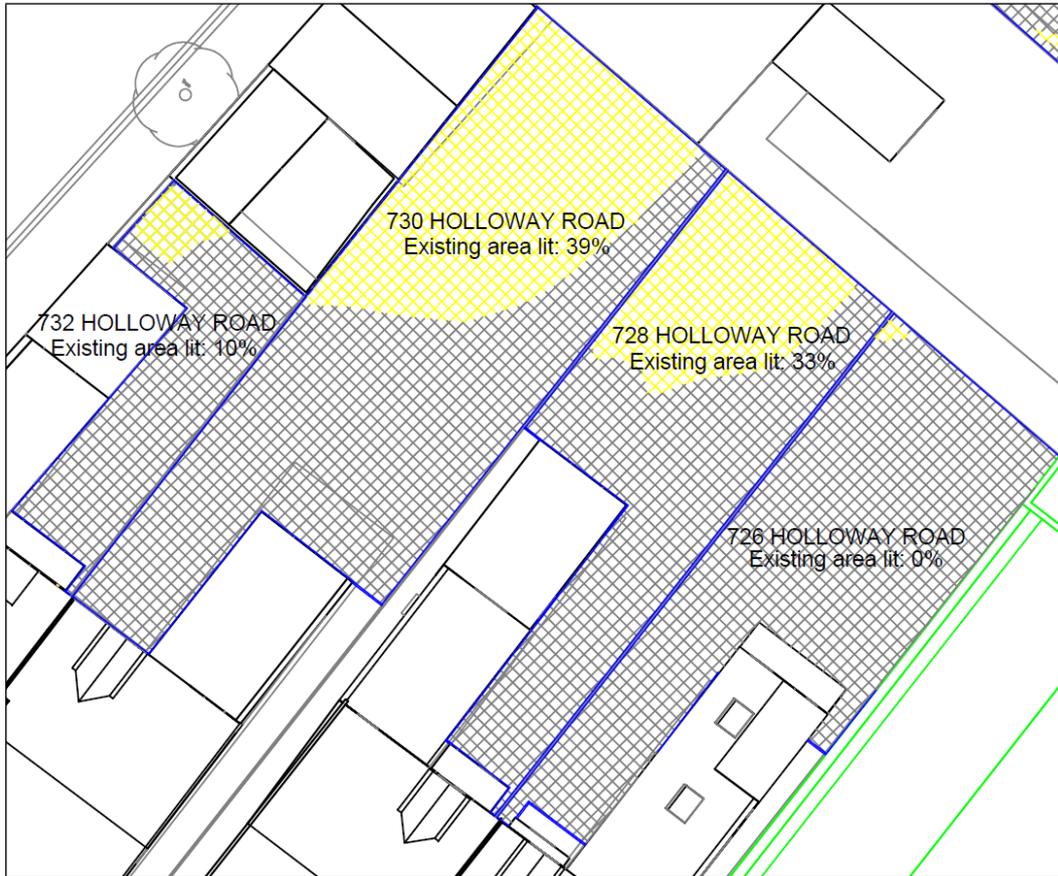


Figure 17: Existing 'sunlight on ground' to neighbouring properties on Holloway Road.

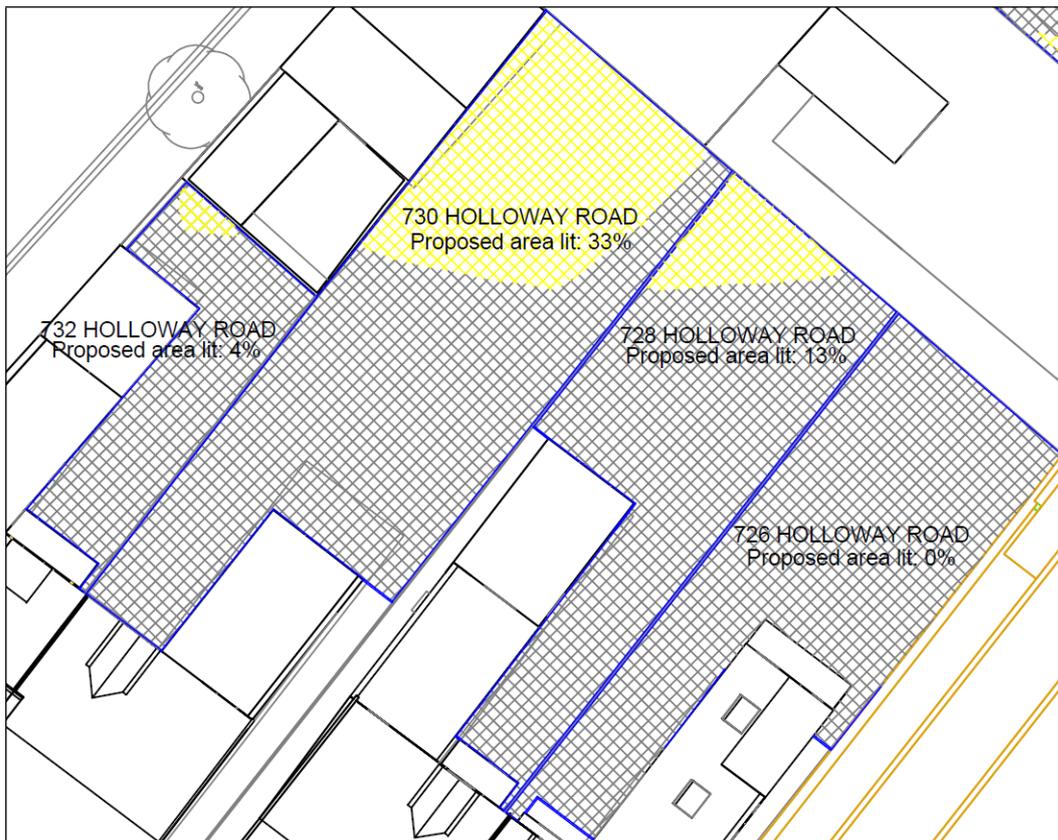


Figure 18: Proposed 'sunlight on ground' to neighbouring properties on Holloway Road.

- 9.94 ***Daylight, Sunlight and Overshadowing Summary:*** A comprehensive assessment of the proposed development on surrounding windows, rooms and gardens in all nearby dwellings has been undertaken in accordance with BRE guidance and practice. The results of the assessment show good levels of adherence with only minor transgressions to all but one property, Room 2 within No.728 Holloway Road. This room would experience reductions of daylight in excess of BRE guidelines. The proposed level of light to this room is considered acceptable having regard to the built up urban context. The BRE guidelines must be viewed flexibly and considering the wider adherence to the required standards of all other tested windows the impact on this room can be accepted. It is also noted that the daylight impacts of the proposed development are comparable to those of the extant planning permission.

Construction Impacts

- 9.95 It is anticipated that the construction of the proposed development would cause some degree of noise and disruption affecting neighbouring residents. A Construction Environmental Management Plan would be required to be submitted to and approved by the Council prior to the commencement of work in order to ensure that the construction impacts are adequately mitigated in the interests of neighbouring residential amenity. This would be secured by recommended condition 10.

Highways and Transportation

- 9.96 Development Management Policy DM8.2 requires that proposals meet the transport needs of the development and address its transport impacts in a sustainable manner and in accordance with best practice.
- 9.97 The application site has a PTAL of 6a, which is considered 'excellent', due to the numerous bus links along Holloway Road and proximity to Upper Holloway Overground station and Archway station further north.

Pedestrian / Cycle Improvements

- 9.98 Islington Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking, cycling and public transport use. The proposal is highly accessible for pedestrians given its frontage onto Holloway Road.
- 9.99 The requirements for cycle parking are set out in Policy DM8.4 and Appendix 6 of the Development Management Policies applies to the creation of new office floorspace. Cycle parking is required to be provided at a rate of one space per every 80 square metres of new office (B1a) floorspace and one space per 400sqm for storage and distribution (B8), and needs to be secure, covered, conveniently located and step free.
- 9.100 The proposal provides a secure cycle parking enclosure for the proposed office use internally, at basement level. This would be accessed by a ramp which runs alongside the eastern elevation of the building, allowing for level access externally, whilst two lifts also allow for access to the upper floors.
- 9.101 There is currently no on-site cycle storage. A total of at least 24 cycle parking spaces could be accommodated within the basement enclosure to serve the entire building in accordance with London Plan policy 6.9 and Islington's Development Management policy DM8.4.
- 9.102 Lockers, shower and changing facilities are also proposed.

Servicing, deliveries and refuse collection

- 9.103 The existing site includes a small external forecourt fronting Holloway Road, which has previously been used to service the building or for parking. However, Holloway Road is a Red Route, and the forecourt is partially blocked by a bus stop. The forecourt itself has extremely limited space for vehicles to manoeuvre, turn around and exit in forward gear, and additionally requires ramped access to allow for step-free access, further restricting the available space. Transport for London objected to the use of the forecourt for vehicles due to concerns for highway and pedestrian safety and the applicant has duly removed this from the proposal.
- 9.104 The proposed development would be serviced from a proposed on-street loading bay on Fairbridge Road, this includes refuse and recycling collection. The bay would be adjacent to an existing nominal vehicular entrance to the application site where there is currently a crossover. While an on-street servicing arrangement is not ideal, it is considered that due to the location of the application site and the restrictions on Holloway Road it would be acceptable in this instance.
- 9.105 The crossover on Holloway Road is therefore to be removed and footway is to be reinstated to ensure no vehicles are encouraged onto the front forecourt. Transport for London and the Council's Highways Officers have accepted this arrangement and it is considered that, given the relatively low number of deliveries associated with the uses on the site, this would not give rise to any highways safety impacts. This is consistent with the extant permission which also sought to remove the crossover and reinstate the footway.
- 9.106 A condition (No.13) is recommended requiring details of the proposed Delivery/Servicing Plan, including hours, frequency, location and size of vehicles to be submitted to and approved in writing by the Local Planning Authority.

Vehicle parking

- 9.107 The site does not currently include any formal parking arrangements and no parking is proposed within the site as part of the application. The subject site is located within a 'residents only' Controlled Parking Area (CPZ) 'Archway', which operates weekdays between 0830 – 1830 and on Saturdays between 0830 – 1330. As such, given the lack of dedicated off-street parking and the CPZ discouraging on-street parking, the proposal is not considered to give rise to additional parking stress which would be of detriment to the surrounding road network.
- 9.108 Given the site has a 'very good' PTAL rating, the highly accessible area alongside on-street parking restrictions, the proposal is considered acceptable in sustainable transport regards.
- 9.109 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking). For commercial developments, an uplift in 33 employees would require one additional accessible parking bay.
- 9.110 The proposal would see an uplift in approximately 45 employees and therefore at least one accessible parking bay is required. Given the site's constraints in providing on-site wheelchair parking, a financial contribution of £2,000 is sought towards the delivery of other accessible transport initiatives to increase the accessibility of the area.
- 9.111 Footway and highway reinstatement works, to reinstate the kerb along Holloway Road, would be necessary following completion of the proposed development. This matter is referred to in the recommended Section 106 Heads of Terms.

Air Quality

- 9.112 In accordance with Islington's Development Management Policies (2013) Policy DM6.1, developments in locations of poor air quality should be designed to mitigate the impact of poor air quality to within acceptable limits.
- 9.113 The whole of the borough has been designated by the council as an Air Quality Management Area. It is recommended that, for the proposed development's construction phase, the submission, approval and implementation of a Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including in relation to air quality, dust, smoke and odour) be secured by condition (condition 10). This would help ensure that the proposal would not detrimentally impact upon the amenity of the neighbouring occupiers with regard to air quality. Emissions from non-road mobile machinery would also need to be addressed in submissions made pursuant to condition 10.

Energy & Sustainability

- 9.114 Section 14 of the NPPF identifies the role that planning plays in helping shape places to meet the challenge of climate change. Policy 5.3 of the London Plan states that development proposals should ensure that sustainable design standards are integral to the proposal.
- 9.115 At a local level, Islington's Core Strategy Policy CS10 states that all development will be required to achieve the highest feasible level of a national recognised building standard. In this case Building Research Establishment Environmental Assessment Methodology (BREEAM).
- 9.116 Policy DM7.1 of Islington's Development Management Policies (2013) deals with sustainable design and construction. Sustainable design standards are covered by Policy DM7.4 of Islington's Development Management Policies (2013). The policy states that minor developments creating commercial units and extensions of over 100sqm should be accompanied by a Sustainable Design & Construction Statement, including where relevant an Energy Statement.
- 9.117 For minor non-residential developments, there is not an explicit target in terms of CO2 reduction and the requirement is to demonstrate that on-site CO2 emissions have been minimised, and refers to Section 2 of the Environmental Design SPD.
- 9.118 In line with policy DM7.1 of Islington's Development Management Policies (2013), an Energy and Sustainability Statement dated 4 September 2018 prepared by JAW was submitted in support of the application. As the application is a minor development, the threshold for major development has not been applied and a Green Performance Plan is not required, however it does acknowledge energy hierarchy incorporating passive design measures and energy efficient equipment.
- 9.119 The development would include new insulation and efficient new glazing, whilst gas heating to maximise carbon savings, resulting in 8% savings for the development. Further sustainable design and construction measures are also proposed.
- 9.120 The report concludes that the findings are preliminary analysis and further detailed studies will be required at detailed design stage and specific proposed systems are to be finalised.
- 9.121 Council's Energy Officer outlines that Energy Statement provided is relatively consistent with policy, however there are a couple of areas where potential improvements could be

achieved, including lighting efficacy in the office areas and increasing the output of the solar PV array.

- 9.122 As such, Officers consider that a Condition requiring investigation of further improvements to these (or other areas), in order to deliver further reductions. This is recommended as Condition 14.
- 9.123 To encourage bio-diversity at the site, the proposed development incorporates a green roof to third and fourth floor along with bat/bird boxes. In line with London Plan and Islington's Core Strategy policy CS10, the green roof will have the benefit of providing sustainable urban draining by increasing the capacity for attenuation of rainfall, therefore reducing the rate of surface water runoff. Details relating to the green roof and bird/bat boxes is to be secured through condition 12.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 9.124 Part 11 of the Community Infrastructure Levy (CIL) Regulations 2010 introduced the requirement that planning obligations under Section 106 must meet 3 statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) would be chargeable on the proposed development on grant of planning permission. This is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2019 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.
- 9.125 A Section 106 agreement including relevant Heads of Terms would be necessary in order to mitigate the impacts of the proposed development. The necessary Heads of Terms are:
- Contribution towards bays or other accessible transport initiatives of: £2,000;
 - The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by either LBI Highways or Transport for London. Conditions surveys may be required; and
 - Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.
- 9.126 All payments to the Council would be index-linked from the date of Committee and would be due upon implementation of the planning permission.

10 SUMMARY AND CONCLUSION

Summary

- 10.1 The provision of an additional 460sqm of B1a (office) floorspace is considered acceptable in land use terms whilst the design of the proposed extension is considered to be acceptable.
- 10.2 Following the submission of amended plans, the proposal would be comparable to the previously approved scheme in terms of daylight, sunlight and overshadowing impacts upon neighbouring residential properties.

- 10.3 It is recommended that conditions are attached to minimise the impact of any noise or light disturbance to an acceptable level.
- 10.4 The proposal is considered acceptable in terms of its impact upon the residential amenities of the occupants of nearby dwellings. Furthermore, the proposal is considered acceptable in relation to technical matters, subject to the recommended conditions.

Conclusion

- 10.5 It is recommended that planning permission be granted subject to conditions and legal obligation as set out in Appendix 1 – RECOMMENDATION.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service:

- 1. Contribution towards bays or other accessible transport initiatives of: £2,000;
- 2. The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by either LBI Highways or Transport for London. Conditions surveys may be required; and
- 3. Council’s legal fees in preparing the Section 106 agreement and officer’s fees for the preparation, monitoring and implementation of the Section 106 agreement.

ALTERNATIVELY, should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development/Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure to the heads of terms as set out in this report to Committee

RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following:

List of Conditions:

1	Commencement of Development
	CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.
	REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004

	(Chapter 5).
2	Approved Plans
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>1648-22 rev.D Site layout as proposed; 1648-23 rev.D Basement plan as proposed; 1648-24 rev.D Ground floor plan as proposed; 1648-25 rev.D First floor plan as proposed; 1648-26 rev.D Second floor plan as proposed; 1648-27 rev.D Third floor plan as proposed; 1648-28 rev.D Fourth floor plan as proposed; 1648-29 rev.D Roof plan as proposed; 1648-30 rev.D South elevation as proposed; 1648-31 rev.D East elevation as proposed; 1648-32 rev.D North elevation as proposed; 1648-33 rev.D West elevation as proposed; 1648-34 rev.D Section AA" as proposed; 1648-35 rev.D Section BB' as proposed; 1648-101 Brickwork details; 1648-102 window details; 1648-103 Zinc details; 1648-104 Entrance door details; 1648-105 Rev 4a Railings & planter details; 1648-106 Rainwater goods; 1648-107 rev.A Lift details; 1648-108 Wheelchair WC details; 1648-109 Rev.D Bicycle store details; 1648-110 Rev.A Binstore details; 1648-111 Rev.C Front area details; 1648-112 Lift overrun details; 1649-113 Accessible shower details; 1649-114 Accessibility ground floor; 1649-115 Accessibility first floor; 1649-116 Accessibility second floor; 1649-117 Accessibility third floor; 1649-118 Accessibility fourth floor; Air Quality Assessment dated 08/2018; Design & Access Statement; Energy and Sustainability Statement dated 08/09/2018; Flood Risk Assessment & SUDs Report dated 08/2018; Noise & Vibration Assessment 12100.NVA.02 prepared by KP Acoustics; Transport Statement dated 08/2018;</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials
	<p>CONDITION: The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In order to ensure that the resulting appearance and construction of the development is of an acceptably high standard, so as to preserve and enhance the character and appearance of the surrounding townscape.</p>
4	Obscured Glazing (Compliance)
	<p>CONDITION: Notwithstanding the hereby approved plans, prior to the first occupation of the development hereby approved, all windows at ground, first and second floor levels on the north east facing elevation of the building shall be obscure glazed and permanently fixed shut, unless otherwise approved in writing by the Local Planning Authority.</p> <p>REASON: In the interest of preventing direct overlooking and in addition to prevent undue noise disturbance to the residential properties in immediate proximity to the development site. This condition is considered necessary to protect the residential amenity of neighbouring Fairbridge Road properties.</p>
5	Cycle Storage (Compliance)
	<p>CONDITION: The bicycle storage area(s), lockers and changing facilities hereby approved, shall be provided prior to the first occupation of the development hereby approved as shown on drawing no. 1648-23 Rev.D and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>

6	Refuse and Recycling (Compliance)
	<p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to prevent unacceptable impacts on the functioning and amenity of the area.</p>
7	Roof Terraces (Compliance)
	<p>CONDITION: The roof terraces of the development hereby approved shall not be used except between the hours of 09:00 and 18:00 Monday to Friday except in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>Any flat roofs other than those shown on the plans hereby approved as terraces shall not be used except for the purposes of maintenance access.</p> <p>REASON: To ensure that the amenity of neighbouring residential properties is not adversely affected in accordance with policies 7.6 and 7.15 of the London Plan 2016 and policy DM2.1 of Islington's Development Management Policies 2013.</p>
8	Internal Lighting (Details)
	<p>CONDITION: Details of measures to adequately mitigate light pollution affecting neighbouring residential properties shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site and subsequently implemented prior to first occupation of the development hereby permitted. These measures might include, but not limited to:</p> <ul style="list-style-type: none"> - Automated roller blinds; - Lighting strategies that reduce the output of luminaires closer to the façades; - Light fittings controlled through the use of sensors. <p>The approved mitigation measures shall be implemented strictly in accordance with the approved details and shall be permanently maintained thereafter.</p> <p>REASON: In the interests of protecting neighbouring and future residential amenity and future habitats from undue light-spill in accordance with policies 7.3, 7.5, 7.13 and 7.19 of the London Plan 2016, policies CS9, CS10 and CS15 of Islington's Core Strategy 2011, policy BC7 in the Finsbury Local Plan, and policies DM2.1 and DM6.5 of Islington's Development Management Policies 2013.</p>
9	Construction Method Statement (Details)
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:</p> <ul style="list-style-type: none"> i. the parking of vehicles of site operatives and visitors; ii. loading and unloading of plant and materials; iii. storage of plant and materials used in constructing the development; iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; v. wheel washing facilities; vi. measures to control the emission of dust and dirt during construction; and vii. a scheme for recycling/disposing of waste resulting from demolition and

	<p>construction works.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not adversely impact on neighbouring residential amenity due to its construction and operation.</p>
10	Construction Environmental Management Plan (Details)
	<p>CONDITION: A Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, emissions from non-road mobile machinery, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>The CEMP shall refer to Islington's Code of Practice for Construction Sites, BS5228:2009 and 2014, the GLA's Control of Dust and Emissions During Construction and Demolition SPG and shall commit the developer to sign up to the Non-Road Mobile Machinery Register.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of residential and local amenity, and air quality.</p>
11	Fixed Plant (Compliance)
	<p>The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 1997.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
12	Green Biodiversity Roofs and Walls (Details)
	<p>CONDITION: Notwithstanding the details hereby approved, prior to commencement of the development, details of the biodiversity green roofs and wall(s) and bird/bat boxes shall be submitted to and approved in writing by the Local Planning Authority. The submission shall include details of:</p> <ul style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth 80-150mm); b) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum); and c) a maintenance plan for the green / biodiverse roofs/wall to cover the lifetime of the development. <p>The biodiversity green roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p>

	<p>The biodiversity roofs/wall shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity and maximises the sustainable urban drainage (SUDs) benefits of the scheme in order to minimise the potential for increased flood risk as a result of the development.</p>
13	Delivery & Servicing (Details)
	<p>CONDITION: A delivery and service management plan shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The plan shall include details of all servicing for the development, from a loading bay fronting Fairbridge Road including hours, frequency, location (confirmation) and size of vehicles.</p> <p>The development shall be carried out strictly in accordance with the details so approved.</p> <p>REASON: In order to secure highway safety and free flow of traffic, local residential amenity and to mitigate the impacts of the development.</p>
14	Energy Efficiency (Details)
	<p>CONDITION: The energy efficiency measures/features and renewable energy technologies installed shall provide for no less than 8.1% on-site regulated CO2 reduction, as detailed within the original 'Energy and Sustainability Statement' dated 04/09/2018.</p> <p>In addition, a revised scheme of renewable energy provision, which shall provide for no less than 8.1 % onsite CO2 reduction – and which will investigate additional % reductions to CO2 emissions via energy efficiency, lighting and renewable energy measures, shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of works on site.</p> <p>The final agreed scheme shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that the CO2 emission reduction targets are met.</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. Whilst this wasn't taken up by the applicant, and although the scheme did not comply with guidance on receipt, the LPA acted in a proactive manner offering suggested improvements to the scheme (during application processing) to secure compliance with policies and written guidance. These were incorporated into the scheme by the applicant.</p> <p>This resulted in a scheme that accords with policy and guidance as a result of positive, proactive and collaborative working between the applicant, and the LPA during the application stages, with the decision issued in a timely manner in accordance with the NPPF.</p>
2	Community Infrastructure Levy (CIL)
	<p>CIL Informative: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</p> <p>Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at www.planningguidance.planningportal.gov.uk/blog/guidance/communityinfrastructure-levy/</p>
3	The Building Acts and Building Regulations
	<p>To ensure compliance with the Building Acts and Building Regulations, you should contact the Building Control Service regarding the development and any intended works.</p> <p>T: 020 7527 5999 E: building.control@islington.gov.uk</p>
4	Street Naming and Numbering
	<p>If the development results in changes to any postal address or addresses on the site, you should contact the Street Naming and Numbering section. Failure to do so can result in delays to conveyancing, the connection of services or the initiation of postal deliveries.</p> <p>T: 020 7527 2245 / 2611 E: address.management@islington.gov.uk</p>

APPENDIX 2: RELEVANT POLICIES

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

National Guidance

The National Planning Policy Framework 2019 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.

Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.11 Inner London

Policy 2.15 Town Centres

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.7 Retail and town centre development

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.7 Renewable energy

Policy 5.11 Green roofs and development site environs

Policy 5.13 Sustainable drainage

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

8 Implementation, monitoring and review

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Spatial Strategy
Policy CS1 Archway

Strategic Policies
Policy CS8 Enhancing Islington's character
Policy CS9 Protecting and Enhancing Islington's Built and Historic Environment

Policy CS10 Sustainable Design
Policy CS11 Waste
Policy CS13 Employment Space
Policy CS14 Retail and services

Infrastructure and Implementation
Policy CS18 (Delivery and Infrastructure)

C) Development Management Policies June 2013

Design and Heritage
DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage

Shops, culture and services
DM4.3 Location and concentration of uses
DM4.4 Promoting Islington's Town Centres

Employment
DM5.1 New business floorspace
DM5.2 Loss of existing business floorspace
DM5.4 Size and affordability of workspace

Health and open space
DM6.1 Healthy development
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

Energy and Environmental Standards
DM7.1 Sustainable design and construction statements
DM7.2 Energy efficiency and carbon reduction in minor schemes
DM7.4 Sustainable design standards
DM7.5 Heating and cooling

Transport
DM8.1 Movement hierarchy
DM8.2 Managing transport impacts
DM8.3 Public transport
DM8.4 Walking and cycling
DM8.5 Vehicle parking
DM8.6 Delivery and servicing for new developments

Infrastructure
DM9.1 Infrastructure
DM9.2 Planning obligations
DM9.3 Implementation

Designations

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013:

- Archway Town Centre
- Core Strategy Key Area (Archway)
- Article 4 Direction (Office to residential)
- Adjacent to Strategic and Local Cycle Route
- Within 50m of a Conservation Area
- Within 100 m of a Strategic Road Network Road
- Within 100m of a TFL Road Network
- Adjacent to a Site of Importance for Nature Conservation (SINC)
- Adjacent to National Rail Owned Land

Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

Environmental Design
Accessible Housing in Islington
Inclusive Landscape Design
Planning Obligations and S106 Urban Design Guide 2011

London Plan

Accessible London 2014
Culture & the night time economy 2017
Sustainable Design & Construction 2014
Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy 2013

APPENDIX 3: EXTANT CONSENT DAYLIGHT AND SUNLIGHT RESULTS

<u>Daylight – Consented Scheme</u>	Vertical Sky Component			No Skyline (Daylight Distribution)			
	Room/ Window	Existing (%)	Proposed (%)	Reduction (%)	Room (sq m)	Previous (sq m)	Proposed (sq m)
726 Holloway Road							
First Floor R3 / W3 (Bedroom)	0.73	0.22	69	9.72	9.71	9.69	0
Second Floor R3 / W3 (Bedroom)	2.83	1.58	44	10.97	10.85	10.85	0
Third Floor R3 / W3 (Bedroom)	32.06	6.82	79	10.97	10.95	10.84	1
728 Holloway Road							
Ground Floor R1 / W2 (Kitchen)	14.04	9.88	30	12.43	10.77	9.71	10
Ground Floor R2 / W3 (Unknown)	12.20	8.56	30	11.72	7.46	3.75	50
First Floor R2 / W2 (Unknown)	18.27	11.92	35	5.00	4.27	3.87	10
First Floor R2 / W3 (Unknown)	16.03	10.41	35				
2 Fairbridge Road							
Ground Floor R3 / W3 (Unknown)	1.08	0.99	9	3.88	1.09	0.86	21
First Floor R2 / W2 (Unknown)	6.39	5.26	18	3.88	1.23	1.21	2
2a Fairbridge Road							
First Floor R2 / W5 (Bedroom)	21.74	17.48	20	8.44	5.55	5.55	0

<u>Sunlight – Consented Scheme</u>		Annual (APSH)			Winter (WPSH) (between 21 September and 21 March)		
Room / Window	Room Use	Existing	Proposed	% Reduction (Factor of former value)	Existing	Proposed	% Reduction (Factor of former value)
726 Holloway Road							
First Floor R3 / W7	Living / Kitchen	64	22	66%	26	25	0
728 Holloway Road							
Ground Floor R1 / W2	Kitchen	17	8	53%	0	0	0
Ground Floor R2 / W3	Unknown	10	1	90%	0	0	0
First Floor R2 / W2	Unknown	23	6	74%	0	0	0
First Floor R2 / W3	Unknown	18	3	83%	0	0	0
2 Fairbridge Road							
First Floor R2 / W2	Unknown	21	16	24%	7	2	71%

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PLANNING COMMITTEE REPORT UPDATE

Development Management Service
 Planning and Development Management
 Environment and Regeneration Department
 2nd Floor, Islington Town Hall
 Upper Street
 LONDON N1 2UD

PLANNING COMMITTEE		AGENDA ITEM NO:	B5
Date:	9 September 2019		

Application number	P2019/1124/FUL
Application type	Full Planning Application
Ward	Clerkenwell
Listed building	Adjacent to the Grade II listed College Building
Conservation area	Adjacent to the Northampton Square Conservation Area
Development Plan Context	Core Strategy Key Area – Bunhill and Clerkenwell Central Activities Zone City University Sites – Finsbury Local Plan (site allocation BC1) Site Allocation – City University London BC1 Finsbury Local Plan Area – Bunhill and Clerkenwell Mayors Protected Vistas – Alexandra Palace to St Paul’s Cathedral
Licensing Implications	None
Site Address	The City University, 10 Northampton Square, London, EC1V 0HB
Proposal	Alterations and extension at 6th and 7th floor levels of the University Building to provide an extension to the library as well as replacement of the glazing units on the 1st - 6th floor facades and associated works.

Case Officer	Anna Luu
Applicant	University of London
Agent	Gerald Eve LLP

AIM OF REPORT

1. The current application LBI reference P2019/1124/FUL was previously heard at the Planning Committee held on the 4 June 2019. The Planning Committee resolved to grant permission subject to various conditions and planning obligations.
2. At that time an application had been made to Historic England to list the building and Members advised that they would want to reconsider the scheme if the listing was confirmed. The purpose of this addendum report is to clarify the status of listing application:

it has been rejected. The original Committee Report and addendum are attached at Appendix 1 and 2:

STATUS OF LISTING APPLICATION

3. In June 2019 an application (Historic England Application Number: 1464897) was made to Historic England to list the University building. Historic England evaluated the application and undertook an analysis of the building and provided the following assessment and conclusion:

“Based on the information provided and with reference to the Principles of Selection (DCMS, November 2018) and our Selection Guides, the Sheppard Robson buildings at City University are not recommended for listing for the following principal reasons:

Degree of architectural interest:

- as a development of 1966-74 the buildings would be expected to show a higher degree of architectural or historic interest, as well as intactness, to justify listing;*
- the buildings do not compare well with Richard Sheppard, Robson and Partners’ best educational buildings, a number of which have been recognised by listing;*
- the effect of the massing is rather forbidding, and the buildings do not show the level of detailing and finish of which the firm was capable, whilst the planning of the complex seems never to have provided unfettered circulation;*
- the buildings have received a number of significant alterations, eroding the integrity of the original design.”*

4. The application to list the building has been rejected, a full copy of the Historic England advice is attached at Appendix 3 of this report.

FURTHER CONSULTATION RESPONSES

5. In addition to the issues and comments raised in consultation submissions presented to the Committee on 4 June, the following consultation responses have been received (where these do raise issues not already reported to the Committee):

20th Centenary Society

In summary the 20th Centenary Society raised the following concerns (the full submission is attached to this report as Appendix 4):

The Council policy DM 2.3 E states that proposals that unjustifiably harm the significance of a non-designated heritage asset will generally not be permitted. The works would harm a non-designated heritage asset, and therefore should be refused.

City University to be one of the most complete examples of the work of Richard Sheppard, Robson and Partners anywhere in the country practice has been responsible for a significant number of educational buildings around the country.

The university was designed with sensitivity towards the surrounding area, particularly in how the Greater London Council specified a maximum roof height determined by the 45 degree angle from the centre of the surrounding roads, creating a high density university campus of an appropriate scale in relation to its neighbours.

The addition of a dominant rooftop extension will negate the architect’s intention of creating a series of carefully composed and scaled buildings, and will negatively impact on the

surrounding area which is something the original architects and planners were determined to avoid.

The Society also considers refurbishment of existing windows to be a more appropriate option than replacement, as this would be sensitive to the building's original material palette and avoids unnecessary harm to the building's significance.

The Society therefore considers it to be appropriate for this planning application to be refused, as the proposals are not conservation-led and will result in avoidable harm to the significance of these buildings.

Planning Case Officer Comment: An assessment of heritage impact is at para 10.36 – 10.43. of the original committee report. The relationship between the proposal and nearby buildings is addressed in the original committee report, see sections 8.26 and 10.26-10.27. Tall building consideration has been addressed in paras.8.26, 10.17-10.32 of the original committee report.

The Council notes that Historic England are not of the view that the building is worthy of being a designated heritage asset (i.e. they have not listed it for the reasons given above) The Council's Design and Conservation officer is of the view that the existing building should not be considered a non-designated heritage asset.

Below are the relevant extracts from the NPPF.

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

Designated heritage asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation

Notwithstanding the Design and Conservation officer's advice that the existing building should not be considered a non-designated heritage asset officers for completeness only and not because this view is not accepted planning officers have considered the proposal in light of the NPPF paragraph 197 which states:

"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."

Planning officers have considered the benefits that would arise from the scheme (see paras 10.22 and 10.23 of the original committee report). The benefits of additional study space for students, improvements to accessibility and usability of the University Building are noted, along with the visual enhancements (e.g. removal of unsightly plant and equipment from view). The existing roof top features unsightly plant, equipment and telecommunication equipment, and is not considered to contribute the appearance of the building. The proposal is not considered to cause any undue harm to the significance of the existing building. Additionally, officers are of the view that the benefits clearly to outweigh any concerns about the impact of the scheme to the existing building.

The 20th Century Society objection notes that Council policy states that proposals that unjustifiably harm the significance of a non-designated heritage asset will generally not be permitted. (Development Management Policy DM2.3 E). Officers have taken this objection into account along with Council policy DM2.3 but can't agree that in this case. The effect is not considered to

cause any undue harm to the significance of the building and any impact would be outweighed by the benefits of the scheme.

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PLANNING COMMITTEE REPORT

PLANNING COMMITTEE	AGENDA ITEM NO:B2
Date: 4 June 2019	EXEMPT

Application number	P2019/1124/FUL
Application type	Full Planning Application
Ward	Clerkenwell
Listed building	Adjacent to the Grade II listed College Building
Conservation area	Adjacent to the Northampton Square Conservation Area
Development Plan Context	Core Strategy Key Area – Bunhill and Clerkenwell Central Activities Zone City University Sites – Finsbury Local Plan (site allocation BC1) Site Allocation – City University London BC1 Finsbury Local Plan Area – Bunhill and Clerkenwell Mayors Protected Vistas – Alexandra Palace to St Paul’s Cathedral
Licensing Implications	None
Site Address	The City University, 10 Northampton Square, London, EC1V 0HB
Proposal	Alterations and extension at 6th and 7th floor levels of the University Building to provide an extension to the library as well as replacement of the glazing units on the 1st - 6th floor facades and associated works.

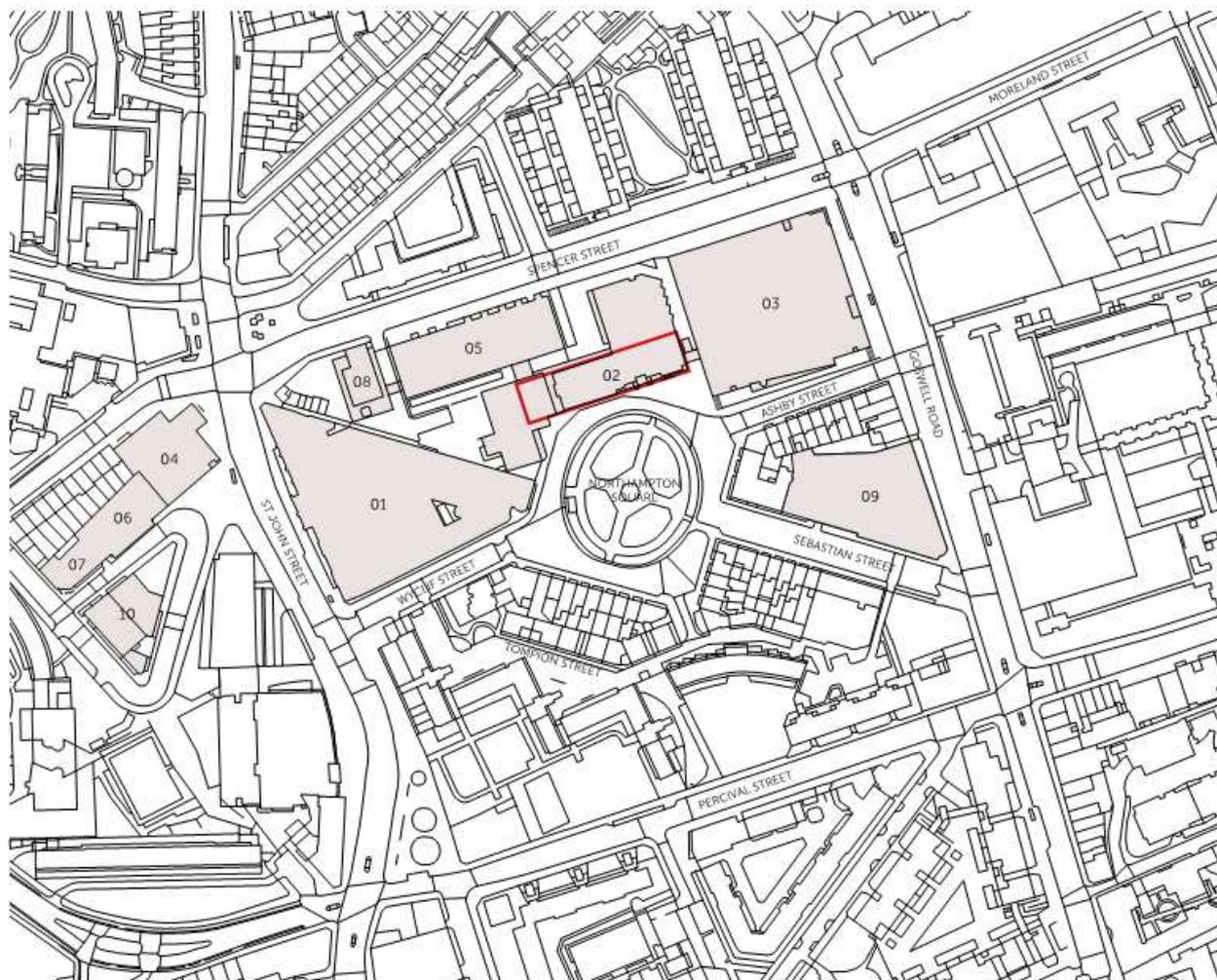
Case Officer	Anna Luu
Applicant	University of London
Agent	Gerald Eve LLP

1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission subject to:

- a) the conditions set out in Appendix 1; and
- b) the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1

2. SITE PLAN (site outlined)

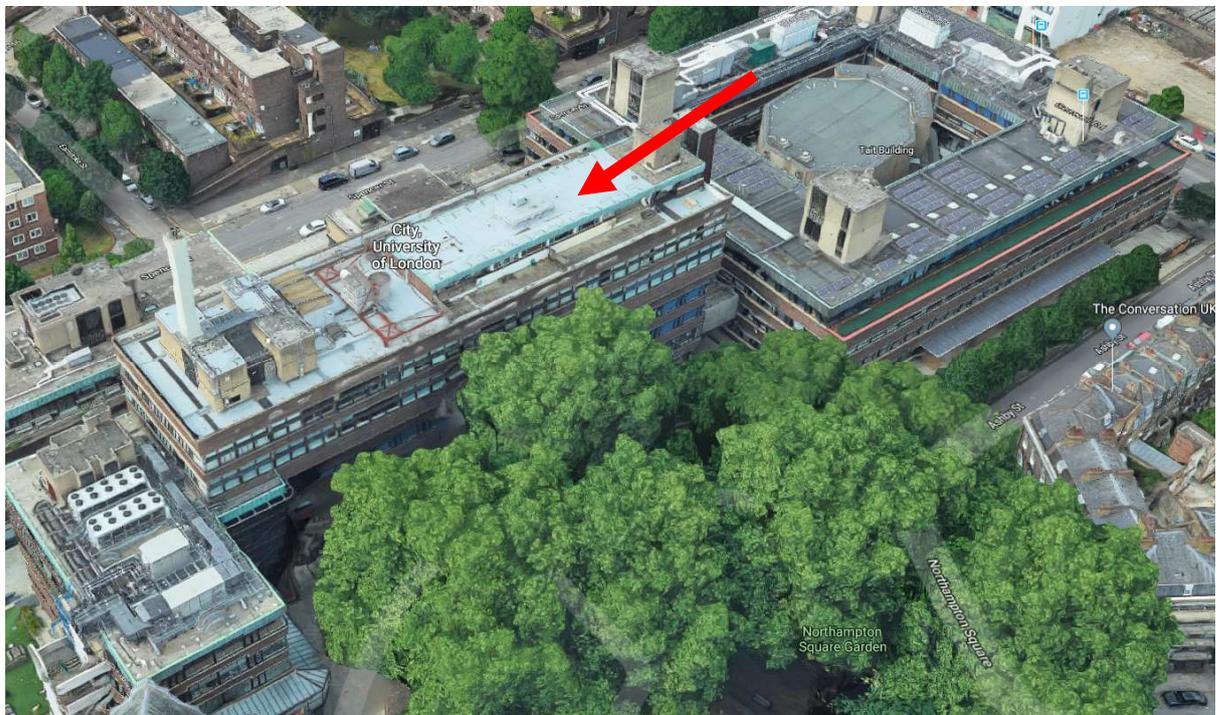


3. PHOTOS OF SITE/STREET

Photograph 1: Birdseye of application site



Photograph 2: Aerial View of University Building



Photograph 3: View of University Building (Northampton Square Elevation)



Photograph 4: View of University Building (Northampton Square Elevation)



4. SUMMARY

- 4.1 The application is for alterations and extensions at 6th and 7th floor levels of the University Building, The City University London. The extension is to provide additional educational accommodation (Use Class D1). The proposal also involves the replacement of existing glazing units at 1st to 6th floor facades and other related works.

- 4.2 The site is located within a highly accessible location within the Central Activities Zone (CAZ). The site occupies a sensitive location and is adjacent to a number of heritage assets including the Grade II listed College building, Northampton Square Conservation Area which includes Grade II listed terraces. The site is also located proximate to the Hat and Feathers Conservation Area (to the south east), the Clerkenwell Green Conservation Area (to the south west) and the New River Conservation Area (to the west and north west).
- 4.3 The proposal would result in improvements and the enhancement of the educational facilities in association with the City University's Northampton Square Campus by providing high quality learning spaces to cater for current and future student learning needs. However, it would result in an increase in the height of the host building. Sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 require decision makers to give considerable weight and importance to the desirability of preserving the setting of listed buildings, and to the desirability of preserving or enhancing the character and appearance of the conservation area. In this regard, careful attention has been given to the assessment of proposals in terms of potential heritage impacts. Having undertaken the assessment Officers are not of the view that the scheme would cause harm to any heritage asset.
- 4.4 The scheme accords with sustainability policies and would not result in any unacceptable impacts on the amenity of nearby occupiers.
- 4.5 For the reasons given above and explained in more detail in the subsequent sections of this report, on balance, the proposal is considered to be acceptable. Therefore, the proposal is recommended for approval subject to the imposition of conditions and planning obligations.

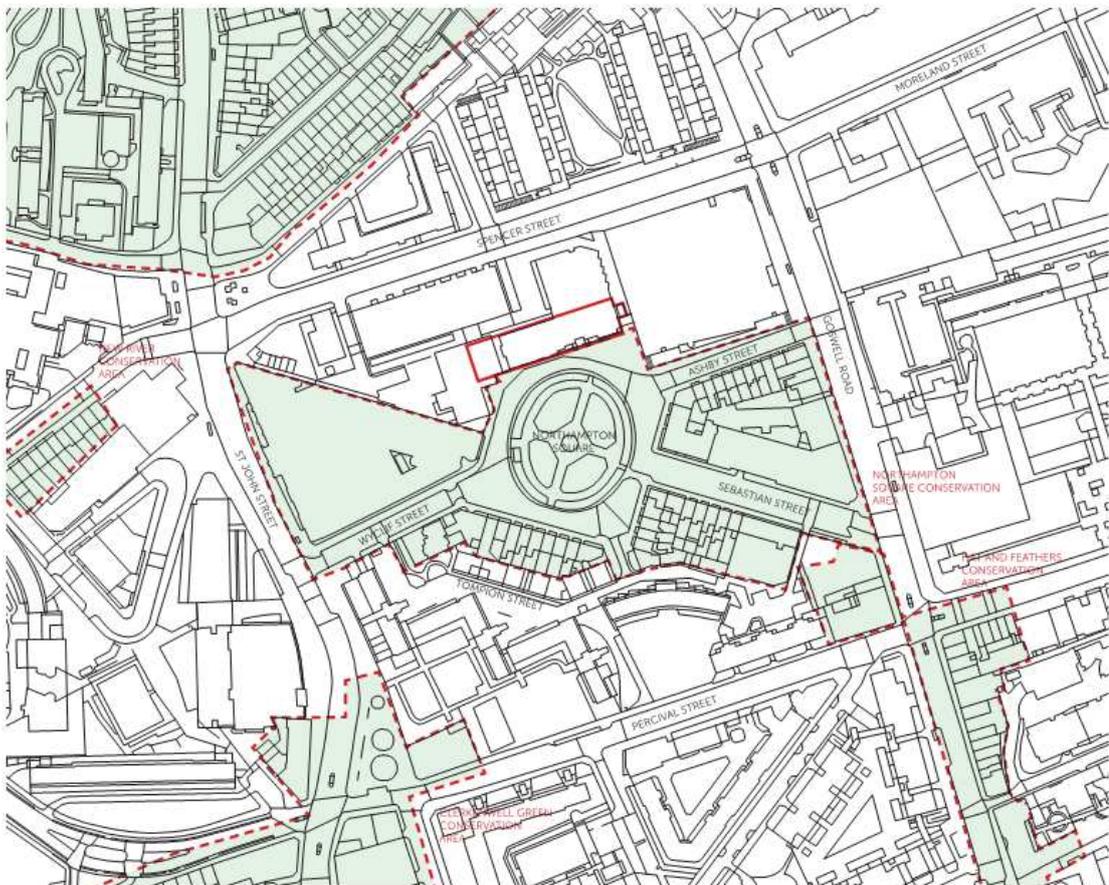
5. SITE AND SURROUNDING

- 5.1 The building to be extended is commonly referred to as 'The University Building' and forms part of the City University London campus. It is located on the northern side of Northampton Square.
- 5.2 The University Building was designed in 1962-1963 by Sheppard, Robson and Partners. The University Building was constructed and opened in the 1970s. It forms part of a collective of buildings, namely, the Tait Building was opened in 1974. Following, the Rhind Building was opened in 2004. The main structure of the host building is seven stories in height, noting that a single storey element exists at roof level and is setback from the principal façade. The host building is used for educational purposes (Use Class D1).

Image 1: View of existing single storey element and other plant equipment at roof level



- 5.3 The University Building is attached to the contemporary building known as the Tait Building and the Drysdale Building. It also sits adjacent to the Centenary Building and College Building (late 1890s, Grade II listed).
- 5.4 In terms of the surrounding context, the University Building and the broader City University site, sits immediately adjacent to, although not within, the Northampton Square Conservation Area. This is with the exception of the College Building, which is located within the Conservation Area.
- 5.5 The City University Buildings are also visible in oblique views from the lower part of St John Street in the New River Conservation Area. There are direct views towards University Building where the Hat and Feathers Conservation Area meets the Northampton Square Conservation Area at the Sebastian Street junction.



- 5.6 The site lies within the left lateral corridor of the LVMF Protected View from the south terrace at Alexandra Palace towards St Pauls Cathedral.

6. PROPOSAL (IN DETAIL)

- 6.1 The application proposes alterations and an extension at 6th and 7th floor levels of the University Building to provide an extension to the library. The proposal also involves the replacement of glazing units on the 1st to 6th floor facades and associated works.
- 6.2 The extensions would result in an additional 634 square metres (gross internal area) of educational accommodation (Use Class D1). The scheme involves removal of the existing 7th floor level and associated rooftop clutter and

subsequent erection of a new 7th floor level to expand the existing library accommodation.

- 6.3 The proposed extension would adopt an elliptical form and would sit flush with the host building. The maximum building height would stand at 36.03 metres above ground floor level.
- 6.4 Other associated works involve upgrading supporting facilities such as new bathrooms, additional staff areas and offices at 6th and 7th floor level. All replacement and additional mechanical plant equipment would be contained within the 6th floor mezzanine level. Furthermore, some plant would also be contained internally at either end of the proposed 7th floor level.
- 6.5 The proposal involves the replacement of the existing single glazed units to the 1st to 6th floor elevations of the University Building. The existing windows are to be removed (frames and glazing) and replaced with aluminium framed units that would replicate the current window unit configuration – designed to increase the sustainability performance of the building.

7. RELEVANT HISTORY:

Application Site (University Building)

- 7.1 10 Northampton Square (ref: P2018/2963/FUL) for Replacement window and new ventilation grille on external facade of University building was APPROVED on 22 October 2018.
- 7.2 10 Northampton Square (ref: P2013/2721/FUL) for Partial demolition of existing facades, structures and walls including the removal of an existing A1 retail unit with alterations to existing facades and structures to provide new entrances, a pavilion, facades, pavement lights and structures, with associated public realm, landscaping and other works was APPROVED on 05 February 2014.

Wider City University Campus Sites

- 7.3 10 Northampton Square (ref: P2017/0197/FUL) for Refurbishment of the Drysdale Building on Spencer Street, including a new main entrance on the southern elevation, the relocation of ground floor plant equipment to the roof and the provision of new plant equipment to the ground floor, the addition of an internal mezzanine to provide 170sqm of new floorspace, the relocation of bike racks, the installation of grills to the eastern elevation windows, new windows at ground floor on the north, south and western elevations and the installation of new furniture to the south of the building was APPROVED on 15 September 2017.
- 7.4 10 Northampton Square (ref: P2015/4903/FUL) for the Erection of single storey glazed infill extensions into internal courtyard to provide new circulation space, and replacement of 3 no windows on Ashby Street elevation with ventilation grilles was APPROVED on 1 March 2016.
- 7.5 10 Northampton Square (ref: P2013/2720/FUL) for Partial demolition of existing facades and structures and alterations to existing facades and structures to provide a new entrance and extension at podium level and entrances at the

ground floor level with associated public realm, landscaping and other works was APPROVED on 05 February 2014.

- 7.6 10 Northampton Square (ref: P2012/0660/FUL) for Provision of additional windows at the North, South, East and West elevations of the third floor and additional access points onto the North and South terraces of the third floor. Installation of four new roof lights and installation of planters and a new raised balustrade at the southern terrace and associated works was APPROVED on 15 February 2013.

PRE-APPLICATION ADVICE:

- 7.7 Ref: Q2018/2896/MIN – advice was given in November 2018 outlining that the provision of additional educational space (Use Class D1) is supported in principle from a land use perspective.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 781 adjoining and nearby properties on 15 April 2019 (expiring on 9 May 2019) and a site notice and press advert were displayed. It is the Council's practice to continue to consider representations made up until the date of a decision.
- 8.2 In response to the consultation, a total of 15 responses had been received from the public with regard to the application. It is noted however, that 10 were from unique respondents. The issues raised are summarised below (with the paragraph number within the main report where the issue is addressed).

Design

- 8.3 The existing listed Georgian houses are already overwhelmed by the mass and appearance of the existing university buildings. The proposal would adversely impact the historic architectural building style of the square.[8.26 and 10.22 – 10.23 and 10.26-10.27]
- 8.4 The height of the extension would modify the character of the square and would be visible from all angles at ground floor level.[8.26 and 10.36-10.43]
- 8.5 Existing plant will still be visible.[10.22]
- 8.6 The harm caused to Northampton Square by the existing 1960'S building will be exacerbated.[8.26 and 10.26-10.27]
- 8.7 The scale of the roof extension is not appropriate relative to the square and its neighbouring buildings.[8.26 and 10.26-10.27]
- 8.8 There is a risk in seeing incremental development by the university that would harm the square materially and have a cumulative impact on the square.

[Planning Case Officer Comment: The assessment of cumulative impacts is a requirement and while there is no cumulative impact assessment to make at this

point the issue of particular relevance as part of ongoing master planning discussions.]

8.9 A tall building in this location should not be allowed.[10.17-10.32]

Amenity Impacts:

8.10 The extended building height would impact on light and views to the sky to the houses opposite, on the southern side of the square gardens.[10.48-10.53]

8.11 The proposal will create a student ghetto, concentrating students (and associated noise and disturbance) at the campus.[10.58-10.59]

8.12 The proposal would lead to increased student numbers and would exacerbate issues including noise caused by students entering and leaving the building, gatherings in the square, late night food deliveries and traffic which impact on residential amenity. Controls over hours of use are necessary. [10.58-10.59]

8.13 Noise mitigation measures including management of those entering and leaving the buildings, closing the Northampton Square entrance at night and in the early mornings, noise from rooftop plant should be limited in hours so as not to disturb residential amenity. [10.58-10.59]

8.14 The proposal would result in unreasonable light spill.[see condition 10]

8.15 The proposal would impact on daylight access to habitable windows of No. 32 Northampton Square.[10.48-10.53]

8.16 5 windows would fall below the recommended value of VSC (vertical sky component). [10.48-10.53]

8.17 The Daylight/Sunlight assessment has not taken into consideration the light levels received in most of the rooms in the houses including internal hall through the fanlights. [10.48-10.53]

8.18 The proposal would increase air pollution as a result of increased student numbers and traffic.[10.77-10.80]

8.19 The proposal would result in increased traffic congestion and parking pressures.[10.71-10.74]

Other:

8.20 There are too few litter bins and they are emptied too infrequently. The university should take responsibility for daily cleaning of the square.

8.21 The consultation was not long enough.

8.22 There should be an enforceable programme of tree maintenance and replanting.[see condition 11]

8.23 The description of the proposal is misleading and is written in such a way that the reader would conclude that it is for relatively minor alterations.

[Planning Case Officer Comment: Planning application descriptions should be accurate, clear and precise. They should identify the key parts of the proposal that require planning permission but not include irrelevant details or set out a justification for the proposal. The description of development is considered accurate and was discussed and agreed with the Planning Agent before the scheme was validated]

8.24 Negative environmental and ecological impact of reduced light on the garden and trees.

[Planning Case Officer Comment: The scheme will provide environmental and ecological enhancements including green roofs, water saving and carbon reduction measures. The site is located to the north of Northampton Square and taking account of the orientation of the site to the sun, there would be any undue impact to ecology or trees as a result of overshadowing. This has been tested by the Applicant, and in essence because of the orientation of the proposal to the sun through-out the day, there will be no worsening of the amount of sunlight to the gardens (they will still maintain over 2 hours on the equinox, which is the BRE standard)].

Internal Consultees

8.25 **Planning Policy Officer**

Land Use

The site is allocated in the Finsbury Local Plan as Site BC1. This states that the site is allocated for refurbishment and redevelopment of buildings to provide improved education and teaching facilities, and uses ancillary to teaching. The allocation also states that an increased amount of teaching facilities is required to accommodate projected growth in students. Therefore, the expansion of education uses on this site location accords with the Finsbury Local Plan.

The Finsbury Local Plan allocation also refers to the Northampton Square Planning Brief. This planning brief was prepared in 2008 jointly between LB Islington and City, University of London. More recently City, University of London presented their ongoing master planning work to the Council to demonstrate how the proposed library extension is part of a planned programme of campus improvements.

Building Height

Policy BC9 of the Finsbury Local Plan is the relevant policy for assessing buildings heights. Criterion B of this policy states that buildings of 30 metres in height or more may be appropriate only within the areas indicated on an accompanying map, and this site is not identified as a site where buildings over 30m may be appropriate.

According to the submitted plan (proposed south elevation) the height of the proposed library extension is 36 metres. I note that the extension falls below the viewing corridor. The increase in height of 6 metres is more than one commercial storey and a significant exceedance of the policy maximum.

[Planning Case Officer comment: For clarity, the height to the roof of the office space at the top level of the building is 30.6m. The height to the roof of the two lift cores and stair core over runs is 33m. The height of the chimney is 45m above the ground. Therefore, the increase in height would be 6m above the roof of the office space at the top level of the building and 3m above the lift/stair cores.]

The supporting text of policy BC9 states that the policy was based on findings from two urban design studies - the Farringdon Urban Design Study (East Architects, 2010) and the Bunhill and Clerkenwell Public Space Evaluation and Urban Design Study (Urban Practitioners, 2010). Policy BC9 does not include any exceptions for where modest increases in height above 30 metres may be acceptable, and the supporting text states:

“These studies determined that large parts of the area have a clear platform building height of between three and six storeys, with small variations, and that this homogeneity is essential to the area’s character. It was found that in many parts of the area, even modest increases in height may have a detrimental impact on character values...” The increase in height of the proposed development does therefore not accord with policy BC9 of the Finsbury Plan.

Please also note that there is no significant change in the policy approach for tall buildings for this location in the Draft Local Plan. In preparation of the Draft Local Plan Islington commissioned Urban Initiatives to prepare the Islington Tall Building Study. This study undertook an urban design analysis to identify sites that are suitable for tall buildings. This site was not selected as a potential site for tall buildings, and similar restriction of development above 30 metres applies to this site under the Draft Local Plan.

8.26 Design and Conservation Officer

Bulk, height and massing

The proposed extension would sit within the building line of the main University Building, replacing an existing single storey rooftop pavilion. It would be 2.7 meters taller than the existing rooftop plant which when measured to the top of the new extension would give a building of 36.03 above ground as opposed to the existing 33.34 above ground.

The Islington Urban Design Guide notes:

5.87 Rooflines should normally respond to the articulation of the rest of the façade. It should be possible to read the width of the plot divisions from the bottom to the top of the building. The roofline should also reflect the rhythm, harmony and scale of the longer street frontage. Stepped or sculptured rooflines can appear monolithic particularly where the shape of the roof does not pick up the sub division of the façade.

The roof extension relates to the scale and rhythm of the longer street frontage because it sits within the building line of the University Building with a horizontal glazed element and the longer street frontage is composed of the University Building, which has a horizontal emphasis and occupies an entire block.

However, the proposed extension would resolve the existing rooftop plant by enclosing it in a mezzanine under the new extension. In addition to this the existing lift overruns and plant rooms would be amalgamated into the new rooftop extension as access lobbies. Therefore, the increase in height would be accompanied by an associated resolution to the currently fragmented roofline, and the servicing of the building made much more visually discreet. The bulk, height and massing of the proposed extension is proportionate to the scale of the host building. The scale of University building is unrelated to the scale of the neighbouring conservation area. The proposed roof extension would increase the difference in scale by reason of height, but the Northampton Square conservation area guidelines define the character and appearance of the conservation area by the relationships of the buildings within the conservation area:

29.2 Northampton Square was laid out in 1802, and was one of the earliest squares in Islington, developed as part of the Marquess of Northampton's estate. Although the original formal symmetry of the Square has been lost by the redevelopment of the City University, many of the Georgian houses survive in the Square and the adjoining side streets. The oval open space, with its bandstand, drinking fountain and fine mature trees also preserve the cohesion and townscape quality of the Square.

The increased height created by the extension is accompanied by some townscape benefit in the sense that it includes the removal of rooftop plant and the integration of currently isolated rooftop elements into a unified composition. The existing roofline detracts from the setting of heritage assets because it reads as visually prominent ancillary/service space in an area where C18th, C19th and C20th rooflines are characterised by cohesive mansard development. The impact of the increased height on the setting of heritage assets is therefore neutral.

Elevational treatment and materiality

The diagrid form of the proposed roof extension is acceptable. Although the hoist building has horizontal fenestration it is accepted that is desirable for the roof extension to read as a softer addition to the surrounding townscape and therefore both its elliptical form and diagrid screening go some way towards achieving this. The Islington Urban Design Guide notes:

5.97 The use of articulation within a façade should also consider the control of heat gain and heat loss to and from the building. The use of vertical and horizontal projections, if consciously designed, can significantly improve the thermal comfort of a building.

Although the glazed area of the proposed structure is not typical for a reading room (which are usually lit by a clerestory or top-lighting) the proposed use of the diagrid is intended to improve thermal comfort and has a functional relationship to the form which it screens. Internal screening will be provided by a tracked blind run from the building management system.

It is proposed to replace the existing single glazed timber windows with the aluminium framed double glazing system used in the recent University Building entrance reconfiguration. 1:25 details of the proposed windows (glazing and frames) was requested and the details of the proposed profile were provided and the design

is deemed to be acceptable. No trickle vents or other new manifestations of ventilation are required because the building already has a ventilation system which is compatible with the proposed windows. The Islington Urban Design Guide states:

5.112 The choice of materials in any new development must take account of its context. Care needs to be taken to ensure that the new material is sympathetic with the local vernacular. Any new building should have a harmonious visual relationship with its neighbours; consistency and continuity are important. The proposed palette of materials should not jar, inappropriately draw the eye, or otherwise undermine the local character or distinctiveness of the area.

The local vernacular of the site is somewhat mixed, ranging from eighteenth century stock brick and Welsh slate to nineteenth century red brick and 1960s brick and more contemporary materials (copper sheeting etc).

It is proposed to clad the roof extension in glulam timber cladding fins and bands. The principle of timber cladding is acceptable as the roof extension is an almost entirely glazed element and deep timber reveals will enable the provision of some internal shade while also avoiding the presentation of a large area of open glass to a mainly closed streetscape characterised by brick, slate, copper and timber. The proposed facing of the new extension will be a glazed elevation supported within a glulam structure internally and externally. The proposed timber is larch. This is acceptable in principle, but a condition should be added requiring the approval of all facing materials.

The proposed aluminium fin cladding to the east and west cores, proposed opaque glass rain screen cladding to the east and west cores and proposed GRC panel cladding to the underside of the study space soffit are all acceptable, as is the extrusion of the existing cladding materials on the existing east lift shaft to include the additional lift extension to the proposed roof extension. These materials have a relationship to the materials already used on the campus, are of a high quality and are contextual and logical in their application to the new parts of the building.

Impacts on heritage assets

The site is not within a conservation area and does not affect the fabric of any designated heritage assets. However, the site is visible from the Northampton Square Conservation Area and is within the setting of designated heritage assets, expressly the Grade II listed terraced houses on Ashby Street, Sebastian Street, Tompion Steet, Northampton Square, the Grade II listed College Building on St John Street and Wyclif Street. There is a Grade II listed telephone Kiosk on Wynatt Street but the development could not be deemed to have an obvious impact on the setting of this. There are views over the application site from the Grade II* listed Tunbridge House on the Spa Green Estate but Tunbridge House and the application site could not be said to have a clear townscape relationship as they are not read in visual proximity to one another. The application has demonstrated that the proposal will not have a harmful impact on the protected vista from the south terrace of Alexandra Palace to St Paul's Cathedral.

The proposals will be visible from within the Northampton Square Conservation Area. University Building replaced late C18th terraces in the mid-twentieth century and is of a different form, scale and architectural language to the rest of

Northampton Square. It shares a similarity of material in its use of dark toned brick (the houses in Northampton Square were originally light-toned stock brick but most have not been recently cleaned).

Aside from the difference in scale between the conservation area and University Building, it is recognised that the roofline of the existing University Building does not have a successful relationship with the setting of the square. The terraces in the Square and adjoining streets have a uniform line of mansards above a brick façade, creating a resolved roofline punctuated by dormers and chimney stacks. College Building has a prominent mansard on the Northampton Square elevation and Tait Building, although outside the conservation area, has a better relationship with the surrounding terraces in part due to the formal treatment of its roofline.

In contrast, University Building has an unbalanced roofline which does not sit comfortably with the formality of its façade or the generally resolved roofscape surrounding it. The protrusion of stair cores, plant and flues sit uncomfortably with the dignified character of the other buildings within the square and give the roofline of University Building a fragmentary appearance.

The proposed library extension includes resolution of the existing roofline as part of the proposals.

The proposals will affect the setting of heritage assets, chiefly the listed buildings within the Northampton Square Conservation Area. The existing relationship between University Building and the neighbouring listed buildings is one of contrast in scale and design, although there is some continuity of materials. The proposed extension would represent an increase in height to the main body of the existing built form. The proposed extension would sit within the existing building line, which is cantilevered outwards into the Square on the fifth floor.

While the proposals would result in an increase in the built form of the University Building this increase could not be said to cause harm to the setting of heritage assets. The character of the site is a robust post-1945 institutional building, of a differing scale to the neighbouring conservation area. While the relationship between the University campus and the residential buildings of Northampton Square is not particularly harmonious it is unquestionably one of vigorous divergence and establishes a townscape character of contrast rather than congruence. The listed buildings of Northampton Square are read within a comparatively closed townscape environment, and this sense of enclosure was always part of the character of the Square, even when first constructed. Because of this, and because the existing University Building already presents a tall elevation to the Square, the proposed roof extension will not affect the way in which the silhouettes of the surrounding listed buildings are read against the existing townscape.

While the proposed roof extension would cause alteration to the appearance of University Building it could not be said to cause harm to the character and appearance of the Northampton Square Conservation Area or the setting of Grade II listed buildings, because a harmonious relationship between these spaces is not presently read and their visual relationship is not one of architectural unity.

Conclusion

The proposals will not cause harm to the setting of heritage assets. Although the site sits outside the Northampton Square Conservation Area, consideration has been given to the need to preserve or enhance the appearance of the Conservation Area. The proposed roof extension resolves the roofline of University Building in a manner which has some context within the prevailing mansard pattern of the surrounding area, albeit on a differing scale. The proposed design and scale of the extension would not cause unacceptable visual disruption to a unified urban streetscape because the application site is of a different scale and architectural character to the streetscape of the Northampton Square Conservation Area and the manner in which the surrounding listed buildings are read against the townscape will not alter.

8.27 Public Protection / Pollution Officer

Conditions setting out a plant noise limit and verification report are to be submitted and approved to demonstrate that the final design meets this criterion.

There is a requirement for a Construction Management Plan directly referencing our CoPCS, BS5228, the GLA's SPG on control of dust and emissions etc, particularly looking at how the crane movements.

8.28 Inclusive Design Officer

The new access to 7th floor toilet is much better and I am satisfied with it. The accessible toilet door should open inward and outward at 6th floor.

[Planning Case officer comment: The Applicant amended the design of the door so that it can open inward and outward.]

A 1200mm clear landing is required wherever a ramp is proposed. There areas immediately to the front of lift doors should be clear and unimpeded (and not be an area doors open over).

[Planning Case officer comment: This is addressed by way of condition 9]

8.29 Energy Conservation Officer - No objection.

8.30 Sustainability Officer – No objection.

8.31 Spatial Planning and Transport (Transport Officer) – In regards to the highway, no objections are raised. A planning obligation is required to protect the footway.

8.32 Public Realm: Safe access to the bin storage area must be maintained during the construction period.

8.33 Tree Preservation / Landscape Officer

There are no trees within the site application boundary however there are several significant trees located immediately to the South of the site within Northampton Square (Islington Council – Open Space).

Based on the Design and Access Statement the proposals appear to be all contained within the existing building footprint and therefore based on this the impacts on off-site trees (if adequately protected) should be minimal.

It will be important to ensure the construction activities (e.g. installation of scaffolding and use of cranes) does not cause any harm to the trees. Construction traffic close to tree canopies may be an issue.

Some pruning to off-site trees may need to be completed in order to provide an adequate level of clearance between the building / construction related activities.

To cover the above factors it is recommended that a site specific arboricultural method statement (and site supervision) is stipulated and addressed by way of condition (11).

Other Consultees

8.34 **Design Review Panel** – Islington’s Design Review Panel considered the proposed development at three meetings subsequent to the pre-application stage.

These are detailed as follows:

First Review (4 December 2018)

- The Panel considered that a suitable balance between softness versus boldness in the design of the proposed elements could be achieved.
- Panel members welcomed a celebratory building and the opportunity to create a unique space, but advised that this needed to be balanced against the impact on the conservation area and host building.
- The proposal was not considered to deliver an architectural intervention which related to and enhanced its complex setting.

Second Review (22 February 2019)

- The internal access arrangements have been improved since the first review.
- The Panel considered that the relationship between an ellipse and the host building could still be improved. A shadow gap between the existing parapet and the proposed soffit could improve that relationship.
- A cantilever is concerning because breaking the form of the existing building line is by its very nature assertive. The Panel concluded that a cantilever is an issue.
- The Panel suggested that if the proposed 7th floor lavatories could be located further to the west, that this may allow scope for an elliptical form to be elongated – to allow the library capacity element of the brief to be met without creating a cantilever.

Third Review (12 March 2019)

- The removal of the cantilever from the proposed structure is an improvement, bringing the structure within the existing building line would present an integrated form, that is expressive without being overly assertive.

- The additional 500mm junction between the host building’s parapet and the base of the proposed structure has improved the relationship between the two buildings by allowing a legible shadow gap.
- The Chair emphasised that the detailed consideration of materials, internal and external junctions including with the existing building parapets, blinds, screening, anticipated weathering of materials would all need to form part of the future of the proposals.
- Subject to the thickness of glazing profiles, spacer bars, vents etc, the proposed window replacements, provided it would use the same materials as previously replaced windows on the ground floor level is likely to be an acceptable approach.

8.35 The Panel’s written comments (issued on the 18 December 2018, 22 February 2019 and 22 March 2019 respectively) are appended as Appendix 3 to this report for completeness.

8.36 The application proposal represents a response to the Panel’s feedback and the design is assessed in detail within the Design and Appearance Section of this report.

9. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS & POLICIES

9.1 Islington Council Planning Committee, in determining the planning application has the following main statutory duties to perform:

- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
- To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington’s Local Plan, including adopted Supplementary Planning Guidance.)
- As the development is within or adjacent to a conservation area(s), the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).

9.2 National Planning Policy Framework (NPPF) (2019) states: “plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means: approving development proposals that accord with an up to date development plan without delay... At paragraph 8 the NPPF (2019) states: “achieving sustainable development means that the planning system has three overarching objectives which are interdependent and need to be pursued in mutually supportive ways”. These objectives are identified as playing an economic, social and environmental role.

9.3 Since March 2014 Planning Practice Guidance for England has been published online.

- 9.4 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 9.5 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
 - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 9.6 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.
- 9.7 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Development Plan

- 9.8 The Development Plan is comprised of the London Plan (2016), Islington Core Strategy (2011), Development Management Policies (2013). The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Designations

- 9.9 The site has the following designations under the London Plan (2016), Islington Core Strategy (2011) and Development Management Policies (2013):
- Core Strategy Key Area – Bunhill and Clerkenwell
 - Central Activities Zone

- City University Sites – Finsbury Local Plan (Policy BC4, BC8 and site allocation BC1)
- Site Allocation – City University London BC1
- Finsbury Local Plan Area – Bunhill and Clerkenwell
- Mayors Protected Vistas – Alexandra Palace viewing terrace to St Paul's Cathedral

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

10.1 The main issues arising from the proposal are the following:

- Land use
- Design and Conservation
- Accessibility
- Neighbouring amenity
- Energy and sustainability
- Highways and transportation
- Air Quality
- Planning Obligations, Community Infrastructure Levy and local finance considerations

Land Use

10.2 The NPPF (2019) states that Local Planning Authorities should give great weight to the need to create, expand or alter educational facilities and should take a positive approach to development that will widen the choice of education. This objective is furthered by policy at the regional level, namely, Policy 3.18 of the London Plan 2016, which supports the expansion of education facilities and the enhancement of facilities for educational purposes. Specifically, development that enhances education and skills provision will be supported, including new building and expansion of existing facilities or change of use to educational purposes. Additionally, London Plan (2016) policy 4.10 states that the Mayor will, and boroughs should give strong support for London's higher and further education institutions and their development, recognising their needs for accommodation.

10.3 The site is allocated in the Finsbury Local Plan as Site BC1. This states that the site is allocated for refurbishment and redevelopment of buildings to provide improved education and teaching facilities, and uses ancillary to teaching. The allocation also states that an increased amount of teaching facilities is required to accommodate projected growth in students. Therefore, the expansion of education uses on this site location accords with the Finsbury Local Plan.

10.4 Islington's Development Management Policies (2013) policy DM4.12 relates to social infrastructure (such as universities) and sets out criteria for development (including extensions to existing buildings).

10.5 Policy DM4.12 C sets out the criteria for new social infrastructure, which must:

- Be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;
 - Provide buildings that are inclusive, accessible, flexible and which provide space which meet the needs of intended occupants;
 - Be sited to maximise shared use of the facility particularly for recreational and community uses; and
 - Complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.
- 10.6 With respect to land use, the proposal clearly aligns with the abovementioned policy objectives. The alterations and roof extension are required to provide improved facilities for the university, namely providing additional education/ library accommodation for the students.
- 10.7 The policy requires development to be located close to public transport, and in this regard public transport accessibility levels (PTAL) across the campus ranges from 5 to 6 (on a scale of 1 to 6 where 1 represents a low level of public transport accessibility and 6 the highest), therefore the site is in an appropriate location for expansion.
- 10.8 Policy DM4.12 also requires educational buildings to meet requisite space standards. An analysis of current space provided in the Northampton Square library against 2015-16 data (provided by the Society of College, National and University Libraries (SCONUL)) shows that the City University does not currently provide adequate library study space for its students. On average in UK university study spaces in libraries is more than double that provided at the Northampton Square campus.
- 10.9 Universities with a higher gross floor area per student are better placed to develop their library spaces in response to pedagogical changes in the University sector, for example varying the types of study space and facility offered. Officers challenged the Applicant to show that other spaces (including basements) had been examined and assessed for their potential to accommodate space needs. The Applicant has provided the evidence requested, and officers acknowledge that it is logical that the extension to the library be co-located with the existing library, and Officers are satisfied the additional library space cannot be provided elsewhere (for example in the basements).
- 10.10 The existing, constrained library space at Northampton Square poorly reflects the University's strategic aspirations. The current proposals seek to refurbish and extend the library space. In particular replacing the existing dilapidated space at the top floor with a new library reading room, with improved access and facilities for wheel chair users. The proposed expansion of the Main Library at Northampton Square will support the development of new courses, increased silent/quiet study space, including digital learning areas and reduced overcrowding at peak times.
- 10.11 The Applicant has provided a detailed document, setting out its vision for the campus as well as the public benefits the University's operations bring with it. By way of example the University's Hardship Fund provides financial assistance to students who have met unforeseen financial hardship during their studies. The University has an outreach programme to encourage students from under-represented groups

to attend higher education (last year, 64 per cent of City students came from under-represented groups in higher education). The University has as volunteering service and runs equality, diversity and inclusion networks. Students benefit from an extensive programme of extra-curricular enterprise education activities with the Tech City start-up environment.

- 10.12 The Northampton Square Campus Planning Brief (the Brief) was published by the Council in partnership with City University in 2008. The Brief is a material planning consideration and advocates redevelopment or refurbishment of the existing buildings. More recently City, University of London presented their ongoing master planning work to the Council to demonstrate how the proposed library extension is part of a planned programme of campus improvements. The proposals that make up this current application are considered to be acceptable in principle.

Design & Conservation

Policy Context

- 10.13 The National Planning Policy Framework (2018) states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 10.14 London Plan Policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings, and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan Policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings. The Mayor of London's Character and Context SPG notes at paragraph 7.26 that "the key or essential characteristics of a place provide an important reference point against which change can be assessed".
- 10.15 At the local level, policy CS9 of Islington's Core Strategy (2011) sets out an aim for new buildings to be sympathetic in scale and appearance and to be complementary to local identity. The site is within the Finsbury Local Plan area, and as such policy BC 9 is also relevant.
- 10.16 Policy DM2.1 of Islington's Development Management Policies (2013) requires development to be based upon an understanding and evaluation of an area's defining characteristics, confirms that acceptable development will be required to respect and respond positively to existing buildings, and sets out a list of elements of a site and its surroundings that must be successfully addressed – this list includes urban form including building heights and massing.

Assessment – Building Height

- 10.17 Policy CS9 of the Core Strategy is concerned with protecting and enhancing Islington's built and historic environment and states, inter alia, that:

'Tall buildings (above 30 metres height) are generally inappropriate to Islington's predominantly medium to low level character, therefore proposals for new tall buildings will not be supported.'

- 10.18 Policy BC9 of the Finsbury Local Plan (2013) is concerned with tall buildings and contextual considerations for building heights and this is the relevant policy for assessing buildings heights at the site. Criterion B of this policy states that buildings of 30 metres in height or more may be appropriate only within the areas indicated on an accompanying map – these areas include sites identified in Policy BC2 (City Road Basin) and Policy BC3 (Old Street) as well as an area adjacent to the City of London boundary at Moorgate. The application site is not identified as a site where buildings over 30 metres may be appropriate.
- 10.19 The site is not identified within an area suitable for tall buildings, but it is occupied by a tall building. The existing building has a variable roof height, with lift over runs and stair cores rising above the main roof to a height of 33m. Additionally, there is plant and equipment and large chimney at roof top level. The top of the chimney is 43m above ground level. The roof of the top most storey (excluding lift overruns and the chimney) of the existing library is approximately 30.6m above ground level. The proposed extension would increase the height of the building to approximately 36m, and as such would not accord with policy BC9.
- 10.20 Section 38(6) of the Planning and Compulsory Purchase Act 2004 is clear that applications should be determined in accordance with the development plan unless other material considerations indicate otherwise. In this case, it is the officers view that there are material considerations, which taken together justify allowing the increased height.
- 10.21 The proposal does not involve the erection of a new tall building, but comprises the extension of an existing tall building. The Council's Planning Policy team have advised that the proposal would be contrary to policy CS9 – this is accepted. It is also considered that the proposal is contrary to policy BC9. The proposal would therefore not be in accordance with the Development Plan. As such, it is necessary to consider whether the benefits of the proposal outweigh the harm in policy terms, as well as all other identified harm.
- 10.22 The existing rooftop comprises incongruous rooftop plant, ancillary accommodation structures, Vodafone telecommunications equipment, steelwork structures and a large parapet which surrounds the perimeter of the roof. These rooftop structures are unsightly and visible in a number of views from within the Conservation Area including at street level from different points within Northampton Square. With the exception of the chimney, all of the roof top structures, plant and equipment will be removed. While it is unfortunate that the chimney is to remain, removal of other roof top clutter would have a visual benefit.
- 10.23 The proposal will see the internalisation of existing external roof top plant and equipment and this represents an improvement to the appearance of the roof scape over the existing situation. The Design Review Panel (DRP) considered the proposal on 3 occasions, and suggested various alterations (which the Applicant has implemented) and the DRP are now of the view that there would be no harm to the nearby heritage assets or to the appearance of the existing buildings nor to the street scene as a result of the proposal.

- 10.24 The Chair Review Panel considered that the final design has *“created a structure which is still celebratory, but is integrated into the form of the existing building”* and the proposal is *“expressive without being assertive”*.
- 10.25 The view analysis undertaken by the Applicant has been robustly tested and the Council’s Urban Design and Conservation officer has advised that the proposal would not cause harm to the town scape, the appearance of the existing buildings, including the setting of the Grade II listed College building or to the adjacent Conservation Area. There would be no encroachment into the viewing corridor.
- 10.26 The scheme proposes a proportionally modest uplift in height on a building which is already (slightly) in excess of 30m in height and provides visual and townscape benefits. The proposed materials for the new façade at 7th floor level are of high quality and have been carefully selected for their durability, energy and sustainability performance and aesthetic qualities.
- 10.27 The University Building has a different scale and form to the terraced dwellings within Northampton Square. The proposed extension is not considered to fundamentally change the visual relationship with the terraced dwellings and is not considered to cause any harm to the setting of the surrounding buildings.
- 10.28 The main structure for the proposed façade comprises crossing Glulam timber cladding. The use of Glulam has a relationship to the trees in Northampton Square Conservation, as the timber clad fins relate to the warmth and texture of the mature Northampton Square trees.
- 10.29 Testing has confirmed that the proposal would be compliant with BRE guidance in terms of sunlight/daylight impacts. While not reflecting the original rectilinear shape of the university buildings the modern approach is considered appropriate and results in a visually interesting architectural form.
- 10.30 There are a number of tall residential tower blocks of over 20 storeys high surrounding the site, in addition to the Rhind Building, which comprises 8 storeys located to the east of the site. The building is not within an area solely characterised by low to medium rise buildings, indeed in the majority of views there is a building of 30m or more in the immediate backdrop.
- 10.31 There is a need for the extension to the library, and clear benefits to students and the performance of the university. Benefits arising from the scheme include employment, community and social services including free online resources to foster social progression improvements to energy performance of the Northampton Square campus.
- 10.32 The extension does not result in any harm to heritage assets, the appearance of the host building or wider townscape. The rationalisation of unsightly plant and equipment is welcomed. There would be no unacceptable impacts to the amenity of nearby residential occupiers as a result of the extension. The upward extension represents a modest increase in height when viewed in the context of the rest of the building. In view of the situation, officers do consider that there are material considerations which indicate that in this case allowing the additional height would be acceptable.

Assessment – Building Form

- 10.33 The applicant has identified that the design of the roof extension has been informed by design elements apparent within the surrounding context. By way of background, the applicant has highlighted that sculptural and curvilinear roof forms can be readily found within the surrounding context, including the garden in Northampton Square itself., above post war housing blocks. It was considered that a roof extension in the form of an ellipse that would sit flush with the existing host building.
- 10.34 The architect has provided examples of elliptical forms prevalent in Georgian and historic architecture, designed to not only resolve awkward geometries but also soften orthogonal forms or celebrate special functions within the building plan.
- 10.35 As illustrated in the submitted Design and Access Statement, the applicant has highlighted that the Northampton Square garden is an oval/elliptical form. The proposed roof extension would exhibit an elliptical form which would not only serve to complement the garden, but is considered to soften the strong orthogonal language in the surrounding context.

Impact on Heritage Assets

- 10.36 In considering whether to grant planning permission for development which affects a listed building or its setting, Section 66 and 72 of the Town and Country Planning Act states that the local planning authority shall have special regard to the desirability of preserving the setting or any features of special architectural or historic interest which the heritage asset possesses.
- 10.37 While the site is not within a conservation area and does not affect the fabric of any designated heritage assets, it does adjoin the Grade II listed College Building, and the Northampton Square Conservation Area and nearby Grade II listed terrace houses in the Square and on Ashby Street, Sebastian Street, Tompion Street. It is clearly important in this case to assess what impact the proposal would have on heritage assets.
- 10.38 The extensions would not have a harmful impact on the protected vista from the south terrace of Alexandra Palace to St Paul's Cathedral.
- 10.39 The Council's Design and Conservation officer has advised that the University Building replaced late C18th terraces in the mid-twentieth century and is of a different form, scale and architectural language to the rest of Northampton Square. The proposals will be visible from within the Northampton Square Conservation Area. Aside from the difference in scale between the conservation area and University Building, it is recognised that the roofline of the existing University Building does not have a successful relationship with the setting of the square.
- 10.40 The terraces in the Square and adjoining streets have a uniform line of mansards. In contrast, the University Building has an unbalanced roofline. The protrusion of stair cores, plant and flues sit uncomfortably with the dignified character of the other buildings within the square and give the roofline of University Building a fragmentary appearance. The proposal would help to resolve the incongruous existing roof line, which is considered to be a visual benefit.
- 10.41 The advice from the Council's Design and Conservation officer is that while the proposals will affect the setting of heritage assets, there would be no harmful impact. The listed buildings of Northampton Square are read within a

comparatively closed townscape environment. The existing University Building already presents a tall elevation to the Square, the proposed roof extension will not alter the way the silhouettes of the surrounding listed buildings are read against the existing townscape.

- 10.42 Although the site sits outside the Northampton Square Conservation Area, consideration has been given to the need to preserve or enhance the appearance of the Conservation Area. The proposed roof extension resolves the roofline of University Building. The proposed design and scale of the extension would not cause unacceptable visual disruption to the streetscape because the application site is of a different scale and architectural character to the streetscape of the Northampton Square Conservation Area. As such no objection is raised to the proposal on terms of heritage impacts.
- 10.43 Samples of materials would be required by condition (3) in order to ensure that the development is built out to the highest quality. The proposal is considered to be in accordance with Policy 7.6 of the London Plan, Policy CS2, CS8 and CS9 of Islington's Core Strategy (2011) and the aims and objectives of Development Management policies (2013) Policies DM2.1 and DM2.3.

Accessibility

- 10.44 The relevant policies are 7.2 of the London Plan and Islington's Development Management Policies (2013) Policy DM2.2, which seeks inclusive, accessible and flexibly designed accommodation throughout the borough. The London Plan Policy requires all new development in London to achieve the highest standards of accessible and inclusive design, by ensuring that developments: (i) can be used safely, easily and with dignity by all members of society; (ii) are welcoming and convenient with no disabling barriers, (iii) are flexible and responsive to peoples' needs and (iv) are realistic, offering more than one solution to future users.
- 10.45 Islington's Development Management Policies (2013) require all developments to demonstrate that they provide for ease of and versatility in use; that they deliver safe, legible and logical environments and produce places and spaces that are convenient and enjoyable to use for everyone. Any development needs to be assessed against this policy background to ensure that they are genuinely inclusive from the outset and remain so for the lifetime of the development.
- 10.46 The Council's Accessibility Officer has reviewed the scheme and requested various amendments (which the Applicant has made) to improve accessibility. Further changes are still considered necessary to ensure that appropriate clear landings are provided where ever ramps are proposed (to make sure doors don't open over areas which need to be kept clear for wheel chair users). A condition (9) should be imposed on any consent granted to ensure compliance with this requirement.

Neighbouring Amenity

- 10.47 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this

regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality. Moreover, London Plan Policy 7.6 requires for buildings in residential environments to pay particular attention to privacy, amenity and overshadowing.

- 10.48 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. The requisite testing has been undertaken and this demonstrates that the development would not cause any unacceptable impact to residential occupiers near the site.
- 10.49 Objections were received from nearby occupiers which raised concern that some windows and rooms would see reductions of VSC or NSL in excess of the BRE guidance. However, having reviewed the analysis, it is clear that there are no transgressions from the BRE standards (there are no reductions in VSC or NSL over 20% and APSH tests all pass.).
- 10.50 The Applicant's sunlight daylight consultant had undertaken an additional assessment over and above that which is required. The British Standard 'BS 8206-2' (which is a standard that has now been superseded) suggests that where 20% of the working plane in a room lies beyond the NSL, daylight is considered to be unsatisfactory.
- 10.51 The Applicant's sunlight daylight assessment examined existing dwellings against the British Standard and assessed if rooms would all achieve this level of daylight light with the development. Objections have been received from neighbours in relation to situations where the British Standard test is not met. However, this additional test is not one which is referred to in the BRE guidance document.
- 10.52 It is also noted that British Standard 'BS 8206-2' has been superseded. The new British Standard 'BS EN 17037:2018' no longer refers to this test, noting that high values of daylight illuminance in a room may indicate that the room is at risk of summer time overheating. The reason the BRE guidance advocates the approach that it does is that it establishes the level of impact beyond which would be noticed by occupants (i.e. compliance with BRE guidelines would mean impacts would not be noticed).
- 10.53 Objections also raised concern that some dwellings had been incorrectly labelled in sunlight/daylight impact analysis. The Applicant has addressed this labelling issue, and this did not affect the actual assessment (a corrected sunlight/daylight report has been provided). The analysis of sunlight/daylight impacts is considered sound, and this show there are no VSC, NSL or APSH transgressions from the BRE guidance.

Overlooking / Privacy:

- 10.54 Islington's Development Management Policies (2013) Policy DM2.1 identifies that 'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows

of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy’.

- 10.55 The proposed development is associated with an educational facility. Having had regard to the nature of the proposed works, including alterations and extensions as well as the replacement of existing glazed units, the proposal is not considered to result in adverse amenity impacts by way of loss of privacy to neighbouring residential units.

Noise / Disturbance

- 10.56 The applicant has submitted a Noise Impact in relation to sound emissions from external mechanical plant. The assessment has been examined by the Council’s Acoustic Officer who has recommended a number of conditions (4 and 12) to ensure noise related impacts are appropriately mitigated.
- 10.57 It is acknowledged that during the construction phase, the proposed works may cause disruption to the amenity of the surrounding area. As such, council officers recommend that a Construction Management Plan be required by way of condition to appropriately control matters such as dust, emissions etc as well as understanding how the crane movements would be carried out whilst the building continues to be in operation. This condition is required under 4.
- 10.58 A number of the objections relate to noise, disturbance and antisocial behaviour from students. While such impacts are clearly unfortunate, the roof top reading room and improvements to the 6th floor would not in themselves exacerbate any existing issues, which would seem to occur at ground level outside the building. The Applicant advises that they regularly engage and consult with local resident groups, and an informative should be added to any consent to encourage the Applicant to continue to engage with the community and to take action as is appropriate to address concerns where these clearly relate to student activity.
- 10.59 Concerns have been raised in objection to the intensification of the use of the site (reference is made to creating a student ghetto). The aim of the application is to better facilities. The new top level and refurbishment of the 6th floor will improve accommodation for existing students, providing more study space on a per student basis (relieving overcrowding at peak times rather than exacerbating the existing situation).

Energy and sustainability

- 10.60 Section 14 of the NPPF identifies the role that planning plays in helping shape places to meet the challenge of climate change. Policy 5.3 of the London Plan states that development proposals should ensure that sustainable design standards are integral to the proposal.
- 10.61 At a local level, Islington’s Core Strategy Policy CS10 states that all development will be required to achieve the highest feasible level of a national recognised building standard. In this case Building Research Establishment Environmental Assessment Methodology (BREEAM).
- 10.62 Policy DM7.1 of Islington’s Development Management Policies (2013) deals with sustainable design and construction. Sustainable design standards are covered

by Policy DM7.4 of Islington's Development Management Policies (2013). The policy states that major non-residential developments are required to achieve "Excellent" under the relevant BREEAM or equivalent scheme and make reasonable endeavors to achieve Outstanding.

- 10.63 A 'Sustainable Design and Construction Statement' prepared by Hoare Lea has been submitted in support of the proposed development. A draft Green Performance Plan has also been submitted as part of the application.
- 10.64 In line with LB Core Strategy policy CS10, the Statement confirms that the proposed development is targeting a rating of BREEAM 'Outstanding' with a score of 85.43%. As a minimum, the proposed development is expected to achieve a rating of BREEAM 'Excellent' with a score of 77.46%. A condition (5) should be imposed on any consent to ensure this standard is achieved.
- 10.65 The draft Green Performance Plan has been submitted and is an acceptable draft. A final version would still need to be secured by way of a planning obligation (which is recommended).
- 10.66 To encourage bio-diversity at the site, the proposed development incorporates a green roof (c. 100 sq. m) comprising drought resistant plant species. In line with London Plan and Islington's Core Strategy policy CS10, the green roof will have the benefit of providing sustainable urban draining by increasing the capacity for attenuation of rainfall, therefore reducing the rate of surface water runoff.
- 10.67 The Energy Statement submitted with the application sets out how the proposed 6th floor and 7th floor refurbishment and alterations will meet London Plan and local planning policy requirements with regards to energy, specifically minimising carbon dioxide emissions of the refurbishment and associated services. The Energy Statement demonstrates that the proposed development meets the London Plan policies 5.2, 5.7 and Islington's policies CS10, DM7.5 and BC4 requirements.
- 10.68 An Air Source Heat Pump is proposed to deliver heating and cooling to the refurbished 6th floor. In summary, the energy and sustainability measures proposed are in accordance with policy and would ensure a sustainable and green development.

Highways and transportation

Policy context

- 10.69 At national level, chapter 9 of the NPPF (2019) requires that in the assessment of applications for new development appropriate opportunities are taken to promote sustainable transport modes and that safe and suitable access to the site can be achieved for all users; and that any significant impacts from the development on the transport network can be effectively mitigated to an acceptable degree.
- 10.70 The London Plan (2016) promotes development that will not adversely affect safety on the transport network, setting out the following requirements:

- Policy 6.9 seeks secure cycle parking in line with the standards set out in Table 6.3 of the London Plan;
 - Policy 6.10 seeks high quality pedestrian environments; and
 - Policy 6.13 states the maximum standards for car parking should be achieved as set out in Table 6.2 of the London Plan, and that one in five spaces should provide an electrical charging point.
- 10.71 Islington's Core Strategy (2011) policy CS10 encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free. Key proposals to increase cycling and improve safety are set out in the Islington Cycling Action Plan. Islington Core Strategy (2011) Policy CS2 (Finsbury Park) states that joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.
- 10.72 At local level, policy DM8.1 within the Development Management Policies (2013) defines Islington's movement hierarchy and requires the design of developments to prioritise the transport needs of pedestrians, public transport users and cyclists above those of private motor vehicles. Development proposals are required to meet the transport needs of the development and address its transport impacts in a sustainable manner and in accordance with best practice. Where the council considers that a development is likely to have a significant negative impact on the operation of transport infrastructure, this impact must be satisfactorily mitigated in accordance with Policy DM8.2.
- 10.73 The applicant has submitted a Transport Statement, which states that servicing of the site will not change with the proposed development. The proposed development would provide additional learning facilities for the existing students at the Northampton Square Campus. As such, Officers consider that the impact of the proposed development on the surrounding transport network, including trip generation to be limited.
- 10.74 The application site has a good level of public transport accessibility (PTAL between 5 and 6a) given its close proximity to Angel Underground Station (approximately 700 metres) and Barbican Station (approximately 960 metres) The site also has strategic cycle routes in close proximity as well as pedestrian routes providing access to a number of bus routes.
- 10.75 The proposed development would be car-free in accordance with Core Strategy (2011) policy CS10 and Development Management Policies (2013) Policy DM8.5.
- 10.76 Within the submitted Transport Statement, the Travel Plan clearly sets out that the existing cycle parking spaces will be monitored to ensure that sufficient cycle parking is provided to meet the demands to the campus.

Air Quality

- 10.77 In accordance with Islington's Development Management Policies (2013) Policy DM6.1, developments in locations of poor air quality should be designed to

mitigate the impact of poor air quality to within acceptable limits. Where mitigation is not provided and/or is not practical planning permission should be refused.

- 10.78 The air quality impacts associated with the construction and operation of the proposed development have been assessed. The construction works will give rise to a Negligible Risk of human health effects throughout the construction phase (subject to adequate construction management processes). It will therefore be necessary to apply a package of mitigation measures to minimise dust emissions and this would be secured by way of the imposition of a condition (4) on any consent granted.
- 10.79 In relation to operational impacts on air quality, a qualitative assessment was undertaken to show that impact from road traffic and existing background air quality on future users of the proposed development. Even though the annual mean objective for NO₂ does not apply, as the proposed use is educational the assessment showed that the annual mean objectives for NO₂ concentrations will not be exceeded.
- 10.80 The development is air quality neutral in accordance with the GLA's assessment methodology and as required by the NPPF, London Plan Policy 7.14 and LBI Plan Policy DM6.1. The air quality assessment shows overall air quality impacts of the proposed development would not be significant.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.81 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.
- 10.82 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposed extension is acceptable in land use terms and existing unsightly plant and equipment at roof top level would be internalised, improving the roof-scape of the building.
- 11.2 Overall, the scale, massing, height and proposed architectural language is considered to make a positive contribution to creating a coherent streetscape. The Council's Urban Design and Conservation officer advises that the scheme would not cause harm to heritage assets and that the design has responded successfully to the comments made by the DRP and is considered to be sufficiently sympathetic to the local aesthetic and identity. The proposal is thus in

accordance with Policy 7.6 of the London Plan, Policies CS2, CS8 and CS9 of Islington's Core Strategy and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

- 11.3 The proposal would not have any unacceptable impact on neighbouring residential amenity. The application is considered to be a sustainable form of development in terms of energy efficiency, renewable energy and the provision of sustainable forms of transport. For the reasons given above and explained in more detail in the subsequent sections of this report, the proposal is considered to be acceptable and in accordance with relevant planning policy and is thus recommended for approval subject to conditions and the completion of a section 106 agreement to secure the necessary mitigation measures.

Conclusion

- 11.4 It is recommended that planning permission be granted subject to referral to the Mayor of London, as well as the conditions and s106 legal agreement heads of terms as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service.

- The repair and reinstatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Approved Plans: 1088_P001, 1088_P010, 1088_P106 Rev-A, 1088_P107, 1088_P108 Rev-A, 1088_P109, 1088_P191, 1088_P192, 1088_P201, 1088_P202, 1088_P203, 1088_P204, 1088_P251, 1088_P252, 1088_P253, 1088_P254, P2021.</p> <p>Approved supporting documents: Design and Access Statement by Coffey Architects, Air quality Assessment, Energy Statement, Noise Impact Assessment, Sustainable Design and Construction Statement, Transport Statement</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and Samples (Details)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any above ground work commencing on site. The details and samples shall include:</p>

	<p>a) Facing materials; b) Window details; c) Roof materials; d) Any other materials to be used (including cycle stands).</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Construction Management Plan and Construction Logistics Plan (Details)
	<p>A Construction Management & Logistics Plan assessing the environmental impacts (including (but not limited to) noise & vibration, air quality including dust, smoke and odour, TV reception, traffic and parking) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site.</p> <p>The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. Access to bin stores shall be maintained at all times during construction. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to mitigate the impacts of the development.</p>
5	Sustainability
	<p>The development hereby approved shall strictly accord with the Sustainable Design and Construction Statement' and Green Performance Plan prepared by Hoare Lea, submitted in support of the proposed development.</p> <p>The proposed development is required to achieve a rating of at least BREEAM 'Excellent'</p> <p>REASON: To ensure a sustainable standard of design.</p>
9	Inclusive Design (Compliance)
	<p>CONDITION: Notwithstanding the plans hereby approved the scheme shall be constructed in accordance with the principles of Inclusive Design and Islington's Development Management Policy 4.11. All ramps shall be provided with a 1200mm clear landing and the areas immediately to the front of lift doors are to be clear and unimpeded (without doors open over these spaces).</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
10	Blinds (Details)
	<p>CONDITION: Details of automated blackout window blinds to be installed internally to cover glazing at the 6th and 7th floor levels in the southern elevation of the extension, shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing.</p>

	<p>The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development and shall be maintained in good working order thereafter.</p> <p>Unless otherwise agreed in writing, the blinds are to be set on an automated timer and automatically lowered daily between the hours of 20:00 to 07:00 the following day.</p> <p>REASON: In the interests preventing losses of amenity caused by internal illumination and protecting neighbouring and future residential amenity and future habitats from undue light-spill.</p>
11	Tree Protection
	<p>CONDITION: Prior to the commencement of the development hereby approved details of all tree protection measures as well as monitoring and site supervision by a suitably qualified tree specialist shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>REASON: Required prior to the commencement of development in order that the Local Planning Authority may be satisfied that the trees to be retained will not be damaged during development works and to ensure that, as far as is possible, the work is carried out in accordance with the approved details pursuant to section 197 of the Town and Country Planning Act 1990 in accordance with Policy DM 6.5, policies 7.19 and 7.21 of the London Plan.</p>
12	Noise of Fixed Plant (Compliance)
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq,T}$ arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90,Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142:1997.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>

List of Informatives:

1	Planning Obligations Agreement
	You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.
2	Superstructure
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work</p>

	reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	Community Infrastructure Levy (CIL) (Granting Consent)
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
4	Car-Free Development
	<p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that occupiers of the proposed development will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	Construction Management
	<p>INFORMATIVE: You are advised that condition 4 covers transport and environmental health issues during construction works and should include the following information:</p> <ul style="list-style-type: none"> a) identification of construction vehicle routes; b) how construction related traffic would turn into and exit the site; c) details of banksmen to be used during construction works; d) the method of demolition and removal of material from the site; e) the parking of vehicles of site operatives and visitors; f) loading and unloading of plant and materials; g) storage of plant and materials used in constructing the development; h) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; i) wheel washing facilities; j) measures to control the emission of dust and dirt during construction; k) a scheme for recycling/disposing of waste resulting from demolition and construction works; l) noise; m) air quality including dust, smoke and odour; n) vibration; and o) TV reception.
6	Sprinkler Systems
	<p>INFORMATIVE: While fire safety and floor layout will be further considered though the building control process, you are strongly advised by the London Fire and Emergency Planning Authority to install sprinkler systems as these significantly</p>

	reduce the damage caused by fire and the consequential cost to business and housing providers, and can reduce the risk to life.
7	Cranes
	INFORMATIVE: All operations, including the use of cranes or other mechanical plant working adjacent to Network Rail's property, must at all times be carried out in a "fail safe" manner such that in the event of mishandling, collapse or failure, no materials or plant are capable of falling within 3.0m of the nearest rail of the adjacent railway line, or where the railway is electrified, within 3.0m of overhead electrical equipment or supports.
8	You are encouraged to continue to engage with local resident groups and respond in good faith to issues raised which are attributable to amenity impacts arising from students at the campus.

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 2018 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 2016, Islington Core Strategy 2011, Development Management Policies 2013, and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

Policy 2.11 Inner London

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.9 Mixed and balanced communities

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.5 London's visitor infrastructure

Policy 4.9 Small shops

Policy 4.12 Improving opportunities for all

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.7 Renewable energy

Policy 5.11 Green roofs and

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

Policy 7.13 Safety, security and resilience to emergency

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

8 Implementation, monitoring and

development site environs
Policy 5.13 Sustainable drainage

review
Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy

B) Islington Core Strategy 2011

Policy CS2 (Finsbury Park)	Policy CS11 (Waste)
Policy CS8 (Enhancing Islington's Character)	Policy CS14 (Retail and Services)
Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)	Policy CS18 (Delivery and Infrastructure)
Policy CS10 (Sustainable Design)	Policy CS19 (Health Impact Assessments)
	Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage
Shops, culture and services
DM4.1 Maintaining and promoting small and independent shops
DM4.2 Entertainment and the night-time economy
DM4.3 Location and concentration of uses
DM4.4 Promoting Islington's Town Centres
DM4.10 Public houses
DM4.11 Hotels and visitor accommodation
DM4.12 Social and strategic infrastructure and cultural facilities
Health and open space
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements
DM7.2 Energy efficiency and carbon reduction in minor schemes
DM7.3 Decentralised energy networks
DM7.4 Sustainable design standards
DM7.5 Heating and cooling
Transport
DM8.1 Movement hierarchy
DM8.2 Managing transport impacts
DM8.3 Public transport
DM8.4 Walking and cycling
DM8.5 Vehicle parking
DM8.6 Delivery and servicing for new developments
Infrastructure
DM9.1 Infrastructure
DM9.2 Planning obligations
DM9.3 Implementation

5. Designations

The site has the following designations under the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013:

- Finsbury Park Town Centre
- Finsbury Park key area
- cycle route
- Controlled Parking Zone

6. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Environmental Design SPD (adopted October 2012)
- Finsbury Park Development Framework SPD (March 2015)
- Finsbury Park Town Centre SPD (June 2014)
- Inclusive Design in Islington SPD (adopted February 2014)
- Inclusive Landscape Design SPD (adopted January 2010)
- Planning Obligations (Section 106) SPD (adopted November 2013) and replacement SPD (consultation draft published July 2016)
- Streetbook SPD (adopted October 2012)
- Urban Design Guide SPD (adopted December 2006) and replacement Urban Design Guide SPD (consultation draft published July 2016)

London Plan

- Accessible London: Achieving an Inclusive Environment SPG (adopted October 2014)
- The Control of Dust and Emissions During Construction and Demolition SPG (July 2014)
- London Planning Statement SPG (adopted May 2014)
- Planning for Equality and Diversity in London SPG (adopted October 2007)
- Shaping Neighbourhoods – Character and Context SPG (adopted June 2014)
- Social Infrastructure SPG (adopted May 2015)
- Sustainable Design and Construction SPG (adopted April 2014)
- Town Centres SPG (adopted July 2014)
- Use of Planning Obligations in the Funding of Crossrail, and the Mayoral Community Infrastructure Levy SPG (adopted April 2013)

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Our ref: Q2018/2896/MIN

Date: 18 December 2018

Dear Mr. Davies,

ISLINGTON DESIGN REVIEW PANEL

**RE: University Building, City University, Northampton Sq EC1V 0HB
(Pre-application ref: Q2018/2896/MIN)**

Thank you for attending Islington's Design Review Panel meeting on 4 December 2018 for a first review of the above scheme. The proposed scheme under consideration is for the refurbishment of the existing 6th floor educational floorspace of the University Building, to extend it by one storey a roof level to provide additional educational (Class D1) floorspace to accommodate additional library space and replacement of existing windows (officer's description).

Review Process

The Design Review Panel (DRP) provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 4 December 2018 including a site visit, presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the panel's discussions as an independent advisory body to the Council.

Panel's observations

The panel welcomed the opportunity to comment on the new scheme and were supportive of the ambition to provide good quality university architecture in this part of the Borough. However, concerns were raised as outlined below.

Relationship to surrounding townscape

The panel acknowledged the innovative design approach and that the proposed structure wanted to express itself as a bold piece of design, but were concerned that it failed to produce a satisfactorily legible element in relation to both the host building and the prevailing, chiefly rectilinear, built form of the surrounding environment. The panel further considered that while the original form of Northampton Square was fragmented in the C20th, the proposed structure does not repair the lost elements of the original square nor does it satisfactorily address the form and materials of the surviving square.

They advised that any response to this site should be informed by a heritage concern, especially in relation to how the proposed structure presents itself to the Northampton Square Conservation Area, and how any development may affect the existing relationship between the neighbouring listed buildings and the application site. In this regard, the panel advised that verified views which did not include tree leaves should also inform the design going forward. Viewpoints showing any impact of the proposals, or lack thereof, on the Alexandra Palace Terrace to St Paul's Cathedral viewing corridor were also advised.

Design of the proposed new elements

Panel members advised that a more sophisticated response to the existing context should be developed. The proposed form, height and cantilever were considered to be arbitrary drivers of the design and the panel were not convinced by the result. It was also considered that the relationship of the new addition with the host building felt unresolved, including how this relationship was not particularly legible from ground level. The panel considered that the proposed form could be developed to address the question of existing roof top plant and produce a softer, less assertive structure which could still be a piece of good contemporary design.

The panel considered that proposed access arrangements run the risk of appearing prosaic and that a substantial new addition to the building required an appropriate sense of internal arrival. Panel members were concerned that a new roof structure should not read as tightly inserted between existing cores, internally or externally.

Impact on University Building

The panel considered the proposals from the perspective of the host building, which was designed by a leading post-War architectural practice. Panel members considered the host building to be well proportioned and in some respects a positive contextual response to the surviving Georgian square. There was concern that the proposed elliptical form of the proposed addition does not relate to the existing aesthetic which characterises the relationship between University Building and the square. Some panel members considered that an orthogonal structure may be an approach to addressing some of these concerns and queried the reference to existing civic public reading rooms from which the form is derived. Panel members also advised that refurbishment of the existing building would need to use appropriate materials, especially for the proposed window repairs/replacement.

Context of proposed development within a masterplan

The panel considered that any future assessment of the proposals needs to be presented in the context of the developing masterplan, especially what may be proposed for the Tait Building, so that proposals can be understood in their future context and as part of the wider vision. Should any future iteration of these proposals be brought back to officers or the DRP, panel members would expect this information to be included.

Summary

The panel expressed differing views about the proposed form but there were consistent themes in the panel's views, largely centring on the debate about softness versus boldness in the design of the proposed new elements. The panel considered that a suitable balance on this has not been struck yet. Panel members were sympathetic to arguments for a celebratory building and the opportunity to create a unique space, but advised that this needed to be balanced against the impact on the conservation area and host building. The panel was not persuaded by the lack of a wider vision for the estate into which this proposal would be embedded and the unconvincing relationship with the host building, including poor internal access and circulation. Nor was it

considered that the current scheme would deliver an architectural intervention which relates to and enhances the complex setting.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the panel.

Confidentiality

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,



Alex Bowring

Senior Design & Conservation Officer
(Design Review Panel Coordinator)

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Our ref: Q2018/2896/MIN

Date: 22/02/19

Dear Mr. Davies,

ISLINGTON DESIGN REVIEW PANEL

RE: University Building, City University, Northampton Sq EC1V 0HB (Pre-application ref: Q2018/2896/MIN)

Thank you for attending Islington's Design Review Panel meeting on 12 February 2019 for a second review of the above scheme. The proposed scheme under consideration is for the refurbishment of the existing 6th floor educational floorspace of University Building and to extend the building by one storey by means of a new structure on the existing roof, to provide additional educational (Class D1) floorspace to provide additional library accommodation to meet the requirements of the University. Replacement of existing windows in University Building (officer's description).

Review Process

The Design Review Panel (DRP) provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was first reviewed by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 4 December 2018 including a site visit and presentation from the design team. A revised scheme was subject to a second review by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 12 February 2019 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

Panel's observations

Principle of development

The Panel welcomed the opportunity to comment on the revised scheme and were supportive of the ambition to provide good quality university architecture in this part of the Borough.

The Panel commended that considerable work that has gone into the presentation since the first review by way illustrating the design approach and design brief by the client.

Relationship to surrounding townscape

The Panel welcomed that the design team consulted with Sheppard Robson, the original architects of the building and acknowledge their supporting view but ultimately remained unconvinced by a cantilevered proposal. In reality the comparison between a 2 and 3-meter cantilever is immaterial as the Panel advised that either could cause harm to the character and appearance of the conservation area. The Panel considered that if the 'flush' ellipse doesn't allow enough desk space, then an orthogonal form could be one response. However, the principal issue affecting townscape remained the proposed cantilever.

The Panel considered that the proposed cantilever makes the existing relationship between University Building and the Square more awkward. The Panel considered that, subject to the impact of the proposals on the St Paul's viewing corridor, the matter of increased height is not as context-sensitive as the matter of the cantilever. The Panel suggested that increasing the proposed height between the parapet and the soffit could create a more successful relationship between the host building and the proposed structure. Nonetheless, the Panel regretted that an orthogonal approach had not been argued with equivalent conviction to the elliptical form thereby making a true comparison on the basis of form difficult.

The Panel regretted that the proposals have not been presented as part of a masterplan, although it was understood that a recent PPA between City University and Islington Council was concentrating on the masterplan.

Design of the proposed new elements

The Panel considered that the proposed cladding of the rooftop plant and the lift core appeared successful and commended this approach.

The Panel considered that an elliptical form was not inherently harmful, but agreed that a cantilever was by its nature assertive and therefore harmful to the neighbouring conservation area and the composition of the host building. The Panel also suggested that there are forms between orthogonal and elliptical which are capable of exploration, and that a successful resolution may be found in exploring those forms.

The Panel questioned the issue of how sunlight levels would be managed internally and if those measures would have a visual impact in public views towards the site. Successfully resolving the 'beacon' aspiration of the proposed structure with a functional interior could depend considerably on how solar glare is mitigated. This mitigation needs to be demonstrated, or incorporated into the design stage, to ensure that any solution is integrated in an architecturally appropriate manner.

Impact on University Building

There was concern that the proposed elliptical form of the addition does not relate to the relationship between University Building and the Square. The Panel advised that an orthogonal structure may be an approach to addressing some of these concerns but accepted that an elliptical form could also resolve this relationship.

The Panel considered that the distance between the existing parapet and the soffit of the proposed structure is capable of development. The creation of a shadow gap could create a more successful relationship where a non-cantilevered proposal is concerned by allowing the elliptical form to hover, disengaging it from the existing parapet.

Context proposed development within a masterplan

At the first review the Panel recommended that any future assessment of the proposals needs to present them in the context of the developing masterplan, especially what may be proposed for the Tait Building, so that proposals can be understood in their future context and as part of the wider vision. This presentation did not refer to the masterplan, but it was acknowledged that the PPA was addressing these issues. However, the anticipated time frame for the library proposal was in advance of that for the masterplan development and this was considered to be regrettable.

Summary

The main area for the Panel's consideration was the relationship between the proposed elliptical structure and both the host building and conservation area. The Panel understands the desire for an expressive and celebratory element on the host building. But there is a need to strike a balance which has sensitivity to the existing site.

The internal access arrangements have been improved since the first review and that element of the scheme is stronger than under the first review.

The Panel considered that the relationship between an ellipse and the host building could be improved. A shadow gap between the existing parapet and the proposed soffit could improve that relationship.

The presentation demonstrated a tradition of placing sculptural elements on mid-twentieth century modern urban buildings, although none of these appeared to be cantilevered beyond the parapet line. A cantilever is concerning because breaking the form of the existing building line is by its very nature assertive, and that assertiveness will have to form part of the consideration of the impact on the proposals on the Conservation Area. The Panel concluded that a cantilever is an issue which could prove problematic in seeing the proposal through the planning process.

The Panel suggested that if the proposed 7th floor lavatories could be located further to the west this may allow scope for an elliptical form to be elongated to allow the library capacity element of the brief to be met without creating a cantilever. The Panel advised that this would allow a competition winning entry to find resolution with planning considerations and the terms of the brief. The Panel considered that this resolution is capable of being achieved.

The Panel considered that a Chair's review of a future iteration could be an acceptable means of allowing the scheme to progress outside of the full sittings of the Design Review Panel.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

Confidentiality

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

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Our ref: Q2018/2896/MIN

Date: 22/03/19

Dear Mr. Davies,

ISLINGTON DESIGN REVIEW PANEL

RE: University Building, City University, Northampton Sq EC1V 0HB (Pre-application ref: Q2018/2896/MIN)

We were pleased to welcome Marnie Sommariva to Islington's Design Review Panel meeting on 12 March 2019 for a Chair's review of the above scheme. The proposed scheme under consideration is for the refurbishment of the existing 6th floor educational floorspace of University Building and to extend the building by one storey by means of a new structure on the existing roof, to provide additional educational (Class D1) floorspace to provide additional library accommodation to meet the requirements of the University. Replacement of existing windows in University Building (officer's description).

Review Process

The Design Review Panel (DRP) provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was first reviewed by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 4 December 2018 including a site visit and presentation from the design team. This was followed by a question and answer session and deliberations at the offices of the London Borough of Islington. A revised scheme was subject to a second review by Richard Portchmouth (Chair), Alec Forshaw, Jeremy Foster and Michael Richter on 12 February 2019 including a presentation from the design team including an architectural model showing the site in context and models of the detailed elements and sections of the proposed new structure at 7th floor, followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The Chair's Review, Richard Portchmouth & Michael Richter, took place at the offices of the London Borough of Islington on 12th March 2019 to discuss revisions made to the proposals in light of the views given by the Panel at the second review. The views expressed below are a reflection of the Chairs' discussions as an independent advisory body to the Council.

Panel's observations

Principle of development

The Panel welcomed the opportunity to comment on the revised scheme and were supportive of the ambition to provide good quality university architecture in this part of the Borough.

The principle of the development remained unchanged.

Revisions since last review

The Design Review process has seen the Design Team respond productively to the critique which came back from the two previous Panels. The Chairs acknowledged that the brief and ambition for this proposal was for a celebratory building and that the practicalities of achieving that on a strong host building adjacent to a conservation area were always likely to be challenging. The Chairs considered that the Design Team had responded to the advice given at the second review, and has removed the cantilever from the proposed structure, bringing the proposed structure within the existing building line.

The Chairs considered that this has created a structure which is still celebratory, but is integrated into the form of the existing building. The revised proposal is still expressive without being overly assertive.

The additional 500mm junction (giving 900mm overall) between the host building's parapet and the base of the proposed structure has improved the relationship between the two buildings by allowing for a legible shadow gap. This has resulted in a design which is strong but sensitive, and acknowledges its context in a responsive way while delivering a distinctive internal and external form.

Consideration of details

The Chairs considered that the use of glulam had some relationship to the neighbouring conservation area and natural environment, but advised that consideration would need to be given to the specifics of the timber proposed. Timbers such as accoya and larch can develop very different appearances over time, and thought should be given to which timber is likely to provide the most satisfactory long-term appearance. The (possibly desirable) effect of external weathering will need to be considered alongside the fact that the interior timber will not weather in the same manner and the two skins will be juxtaposed, especially when seen from the interior.

The ability of the external glulam frame to deflect rainwater away from cross-joints to prevent uneven weathering and staining was discussed in detail, and the Design Team agreed that this element should be modelled in detail under any future planning application showing how the proposed breaks in the framing will read both in detail and when viewed rhythmically across all bays.

The proposed cladding of the rooftop elements on either side of the reading room will also require detailed consideration, in terms of how seams, panel sizes and materials are expressed.

The Chairs advised that any internal screening, including the oculus, would require careful integration. Any proposed screening should be included at planning application stage to ensure that the screening is developed by the architects and is therefore coherent and relates to the detailed design of the structure.

The proposal to include the internal overhead lighting between the timber ceiling ribs was considered to be an elegant and integrated approach

The Chairs emphasised that the detailed consideration of materials, internal and external junctions including with the existing building parapets, blinds, screening, anticipated weathering of materials etc all need to form part of the future of the proposals

The window replacement to the existing building still forms part of the proposals. The University stated that it is likely that it will use the same materials as the previously replaced

windows on the ground floor. Subject to the thickness of glazing profiles, spacer bars, vents etc, this is likely to be an acceptable approach.

Context proposed development within a masterplan

At the first review the Panel recommended that any future assessment of the proposals needs to present them in the context of the developing masterplan, especially what may be proposed for the Tait Building, so that proposals can be understood in their future context and as part of the wider vision. This presentation did not refer to the masterplan, but it was acknowledged that the PPA was addressing these issues meaning that the development of the masterplan was being undertaken in consultation with the London Borough of Islington.

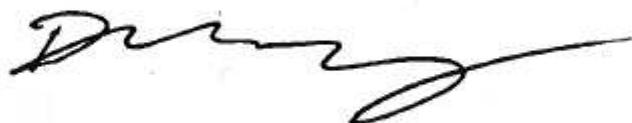
Summary

Subject to the consideration of the details mentioned above, the Panel considered that it could now support this proposal in principle.

Confidentiality

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

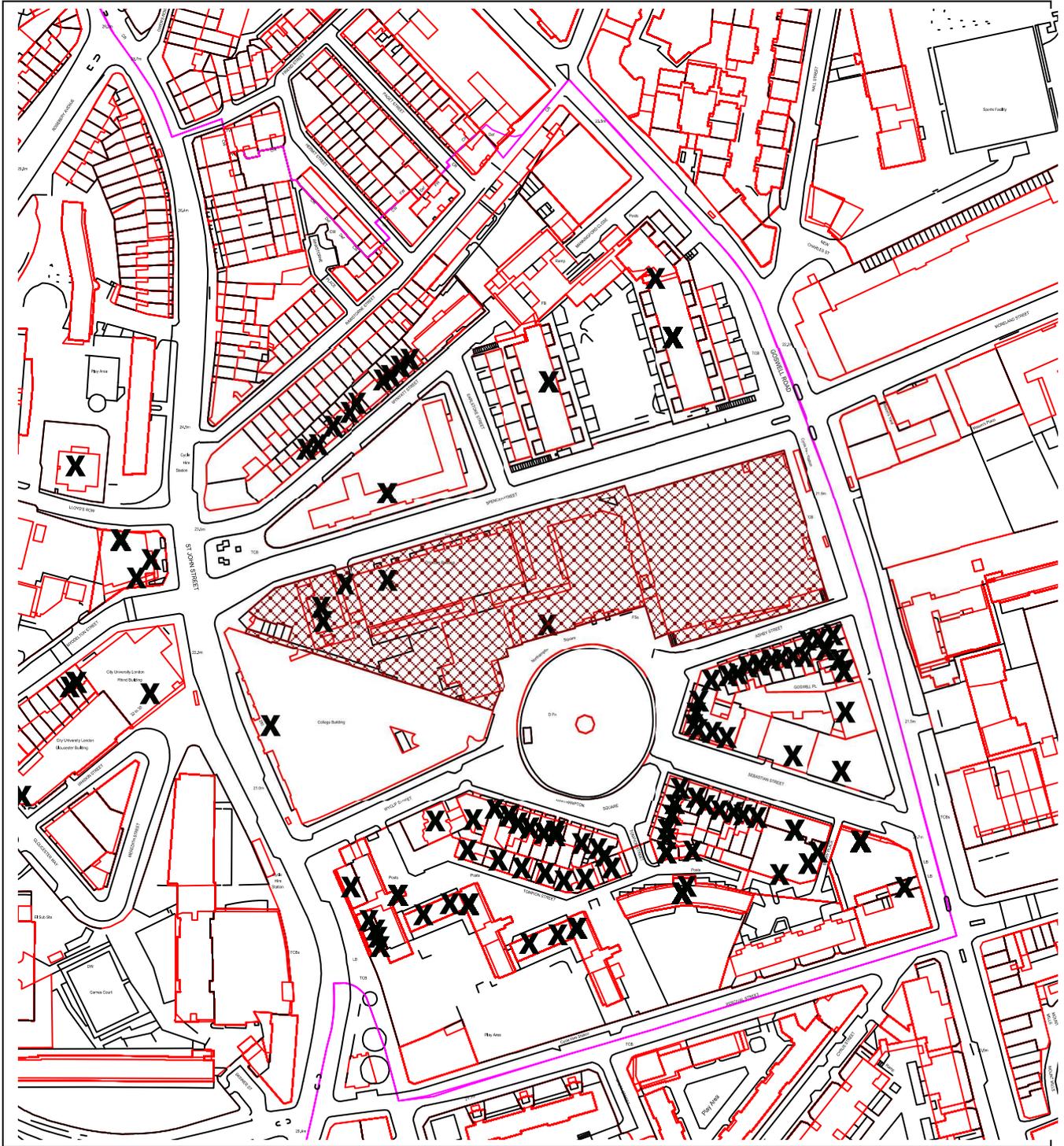
Yours sincerely,



David McKinstry

Design and Conservation Officer

Islington SE GIS Print Template



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P2019/1124/FUL

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PLANNING COMMITTEE REPORT ADDENDUM

PLANNING COMMITTEE		AGENDA ITEM NO:	
Date:	4 June 2019		

Application number	P2019/1124/FUL
Application type	Full Planning Application
Ward	Clerkenwell
Listed building	Adjacent to the Grade II listed College Building
Conservation area	Adjacent to the Northampton Square Conservation Area
Development Plan Context	Core Strategy Key Area – Bunhill and Clerkenwell Central Activities Zone City University Sites – Finsbury Local Plan (site allocation BC1) Site Allocation – City University London BC1 Finsbury Local Plan Area – Bunhill and Clerkenwell Mayors Protected Vistas – Alexandra Palace to St Paul’s Cathedral
Licensing Implications	None
Site Address	The City University, 10 Northampton Square, London, EC1V 0HB
Proposal	Alterations and extension at 6th and 7th floor levels of the University Building to provide an extension to the library as well as replacement of the glazing units on the 1st - 6th floor facades and associated works.

Case Officer	Anna Luu
Applicant	University of London
Agent	Gerald Eve LLP

1. AMENDMENT TO COMMITTEE REPORT

1.1 Amend the report as follows:

- Alter paragraph 9.1 to add the following: 'Section 66 of the Planning (Listed Buildings and Conservations Areas) Act 1990.
- Amend paragraph 11.4 to remove reference 'referral to the Mayor of London'.

2. OBJECTION FOLLOWING PUBLICATION OF THE COMMITTEE REPORT

2.1 A further 3 representations have been received following the publication of the Planning Committee report. One of the representation is in support of the scheme and 2 of the 3 representations form objections, which are summarised as follows:

- The scale of the roof extension is not appropriate relative to the square and its neighbouring buildings;

[Planning Case Officer Comment: This is addressed within the Planning Committee report sections [8.26 and 10.26-10.27].

- City University is a building whose architectural quality is worth protecting, as is the Conservation Area which it forms an effective part. The proposed extra storeys and aluminium windows infringe the Northampton Square Conservation Area guidelines.

[Planning Case Officer Comment: The subject site is not located within the Northampton Square Conservation Area, but adjoins its boundary. An assessment of heritage impact is at para 10.36 – 10.43.]

- The proposal would give rise to anti-social behaviour within Northampton Square and surrounding area from students.

[Planning Case Officer Comment: See paragraph 10.58 & 10.59]It is also noted that management plan are currently in place associated with earlier planning permissions. This is discussed further below.

- Further consultation with residents is needed

[Planning Case Officer Comment: As outlined in section 8 of the committee report, the Council has consulted in accordance with statutory requirements.]

- Further noise impact study is needed;

[Planning Case Officer Comment: Amenity impacts have been addressed in paras.10.58-10.59 of the committee report. See also recommended conditions 4 and 12]

- There will be heritage impacts;

[Planning Case Officer Comment: Heritage impacts have been addressed in paras.8.26, 10.22-10.23 and 10.26-10.27 of the committee report.]

- More analysis is needed to justify a tall building;

[Planning Case Officer Comment: Tall building consideration has been addressed in paras.10.17-10.32 of the committee report]

- An Arboriculture assessment is needed;

[Planning Case Officer Comment: This is dealt with in Condition 11]

- Site management plan is needed to mitigate antisocial behaviour;
[Planning Case Officer Comment: See paragraph 10.58 & 10.59]It is also noted that management plan are currently in place associated with earlier planning permissions (reference: P2013/2721/FUL). This covers hours of operation; security; health and safety; disabled facilities; waste management; maintenance, servicing and deliveries, access by students, staff and visitors, management of the Northampton Square apron; and community liaison.]
- Fails to accord with Area Action Plan for Bunhill & Clerkenwell 2013;
[Planning Case Officer Comment: Policy CS7 of the Islington Core Strategy advocates the expansion and enhancement of City University at Northampton Square.]
- A section 106 agreement is needed to mitigate impacts.
[Planning Case Officer Comment: Planning obligations to be secured through a s106 are addressed in paras.10.81-10.82 of the committee report.]
- A request has been made to Historic England to list the building. No planning decision should be made until the outcome of the listing application is known. *[Historic England advise that they received an application to list the building on 3/6/2019. The fact that an application has been made is a material consideration. In terms of the weight that should be given to this it is worth noting the following:*
 - The site is not within the Conservation Area, and this reflects the fact that the existing building was not considered worthy of inclusion in the Conservation Area.
 - The building has not to date been identified by the Council or Historic England as being worthy of listing.
 - If the building becomes listed then the Applicant would then need to reapply for the proposal under the Listed Building Act. If the listed building application were to be refused the development would not be able to proceed.]

2.2 It should be noted that the total number of objections received is 17. Of the total, 7 of these objections are either duplicates or further submission from the same individual (i.e. there are 10 objections from individuals have been received to date.

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Application Name: City University London

Number: 1464897

Type: New

Heritage Category: Listing

Address:

City University, 10 Northampton Square, London, EC1V 0HB

County	District	District Type	Parish
Greater London Authority	Islington	London Borough	Non Civil Parish

Recommendation: Reject

Assessment

BACKGROUND

We have been asked to consider the buildings by Richard Sheppard, Robson and Partners at City University, Northampton Square, for listing. A planning application for building an extension on the roof of the block now known as the University Building was approved on 4 July. The complex is not included in the Northampton Square Conservation Area.

HISTORY AND DETAILS

City University has its origins as the Northampton Institute, founded in the late C19. The Institute's original 1894 building, by EW Mountford, is in French Renaissance style, and is listed at Grade II. The college became the Northampton Polytechnic Institute in 1906, and the Northampton College of Advanced Technology in 1957; in that year Richard Sheppard & Partners became the college's architects. In 1962, with Gordon Taylor as the partner in charge, plans were made for expansion across four acres, with the site stretching to Goswell Road; a number of Georgian houses on Northampton Square were demolished to make way for the scheme. A public enquiry delayed construction, which commenced in 1966, the year university status was granted.

The buildings of City University were realised in two phases, between 1966 and 1974. The permitted height of the complex was limited, and a deep basement was created covering the whole site. All the buildings, including the 1890s Institute building, were linked by a circulation route at first-floor level, where the common rooms were situated. The buildings were constructed of reinforced concrete, the majority clad in brown Crowborough brick.

In 1966-70 a series of rectangular blocks of varying height was built along Spencer Street, housing the electrical engineering department; these included the idiosyncratic High Voltage Engineering Laboratory – a windowless box of board-marked concrete – and the tall centre block facing Northampton Square – now the University Building. In 1971-4 the quadrangular Tait Building was built for the departments of civil and mechanical engineering, enclosing an octagonal lecture theatre. In 1993-4 the High Voltage Laboratory was extended and converted to lecture theatres; there have been many other changes to the buildings

internally, and to the circulation plan, including the infill of the University Building's open ground-floor, remodelled as the new main entrance in 2017 by NBBJ.

Richard Sheppard, Robson and Partners, as the firm became, made their names with school buildings and moved on to design colleges for higher education and teacher training. A number of their most distinguished buildings have been recognised by listing, including those at Churchill College, Cambridge (1960-8), and their lecture theatre block at Brunel University (1965-7). Financial and planning limitations affected the design and realisation of the City University buildings, which have not enjoyed a warm critical reception: in 1975 the Architects' Journal noted ergonomic shortcomings in the use of the site, whilst the Buildings of England (London 4: North, 2002) observes the lack of alleviating open courts or greenery, commenting that 'the heavy masses do little to lift the spirits'.

ASSESSMENT

Based on the information provided and with reference to the Principles of Selection (DCMS, November 2018) and our Selection Guides, the Sheppard Robson buildings at City University are not recommended for listing for the following principal reasons:

Degree of architectural interest:

- * as a development of 1966-74 the buildings would be expected to show a higher degree of architectural or historic interest, as well as intactness, to justify listing;
- * the buildings do not compare well with Richard Sheppard, Robson and Partners' best educational buildings, a number of which have been recognised by listing;
- * the effect of the massing is rather forbidding, and the buildings do not show the level of detailing and finish of which the firm was capable, whilst the planning of the complex seems never to have provided unfettered circulation;
- * the buildings have received a number of significant alterations, eroding the integrity of the original design.



Anna Luu
Development Management Service
Planning and Development
PO Box 3333
222 Upper Street
LONDON N1 1YA

Sent by email: planning@islington.gov.uk

3 June 2019

Our ref: 11 12 13

Dear Anna Luu,

P2019/1124/FUL The City University 10 Northampton Square London EC1V 0HB

The Twentieth Century Society has been notified of the above application. The application seeks planning permission for a rooftop extension and window replacement works. The Society wishes to **object** to the above application owing to the harmful impact of the proposals on buildings we consider to be non-designated heritage assets.

The City University campus at Northampton Square was built between 1966 and 1974, with the first phase being opened in 1970. Before recent alteration work was undertaken the Society considered the City University to be one of the most complete examples of the work of Richard Sheppard, Robson and Partners anywhere in the country. We continue to hold the City University buildings in high regard and we view them as a fine work by a distinguished architectural firm practicing in the post-war era. In our view the buildings qualify as non-designated heritage assets. Sheppard Robson was founded in 1938 by Sir Richard Herbert Sheppard, and the practice has been responsible for a significant number of educational buildings around the country. Several university buildings by the firm have been given listed status, including additions to Imperial College and Brunel University in London, and their campus for Churchill College, Cambridge.

The focus of this application is the first phase of the complex completed by Sheppard Robson, which stands at the centre of City University campus and forms one edge of Northampton Square. City University was designed with sensitivity towards the surrounding area, particularly in how the Greater London Council specified a maximum roof height determined by the 45 degree angle from the centre of the surrounding roads, creating a high density university campus of an appropriate scale in relation to its neighbours. The investment in high-quality materials is notable, including copper fascias and hardwood-framed windows. The carefully considered material palette was maintained across all phases of the development, which when coupled with a high standard of workmanship resulted in a highly regarded university scheme built in the London in the post-war era.

The Society is opposed to the proposed roof extension to the central building on the site and the proposed wholesale window replacement. The addition of a dominant rooftop extension will negate the architect's intention of creating a series of carefully composed and scaled buildings, and will negatively impact on the

surrounding area which is something the original architects and planners were determined to avoid. The palette of materials seen across the buildings was purposefully limited, restricted to brown stock brick and concrete for external facades with copper fascia and roof detailing. There is no precedent in the original building for the curved wooden design of the proposed rooftop extension, and in our view this would compromise the attention paid to the design of the post-war buildings. The Society also considers refurbishment of existing windows to be a more appropriate option than replacement, as this would be sensitive to the building's original material palette and avoids unnecessary harm to the building's significance.

The London Borough of Islington's Local Plan specifies the following policy in relation to non-designated heritage assets:

Non-designated heritage assets, including locally listed buildings and shopfronts, should be identified early in the design process for any development proposal which may impact on their significance. The council will encourage the retention, repair and reuse of non-designated heritage assets. Proposals that unjustifiably harm the significance of a non-designated heritage asset will generally not be permitted. (Development Management Policy DM2.3 E)

The Society therefore considers it to be appropriate for this planning application to be refused, as the proposals are not conservation-led and will result in avoidable harm to the significance of these buildings. The Society has been made aware that a listing application for Sheppard Robson's City University campus has been submitted to Historic England, and we recommend that plans for alteration are suspended until a decision regarding statutory listing has been reached.

In light of the above information the Society wishes to object to this application and recommends that planning permission be refused. We would welcome a revision of the proposed scheme that is conservation-led and prioritises the protection of the buildings' architectural significance.

I trust that these comments are of use to you. Please do not hesitate to contact me if you have any further queries.

Yours sincerely,



Grace Etherington

Caseworker

Twentieth Century Society

Remit: The Twentieth Century Society was founded in 1979 and is the national amenity society concerned with the protection, appreciation, and study of post-1914 architecture, townscape and design. The Society is acknowledged in national planning guidance as the key organisation concerned with the modern period and is a constituent member of the Joint Committee of the National Amenity Societies. Under the procedures set out in *ODPM Circular 09/2005*, all English local planning authorities must inform the Twentieth Century Society when an application for listed building consent involving partial or total demolition is received, and they must notify us of the decisions taken on these applications.