



# ISLINGTON

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

## PLANNING COMMITTEE REPORT

<b>PLANNING COMMITTEE</b>		<b>AGENDA ITEM NO:</b>	<b>B2</b>
<b>Date:</b>	9 <sup>th</sup> September 2019	<b>NON-EXEMPT</b>	

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 (3<sup>RD</sup> 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 (4<sup>th</sup> 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 (5<sup>th</sup> 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 22<sup>nd</sup> July 19. Site notices were displayed at each of the proposed coach parking locations on the 25<sup>th</sup> July 2019, and a press notice was also published on the same date. The public consultation period ended on the 18<sup>th</sup> 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.

<b>Location</b>	<b>Number of objections</b>
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:

<b>1</b>	<b>Restriction on use of Hornsey Street</b>
	<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>
<b>2</b>	<b>Restriction on use of Finsbury Park</b>
	<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>
<b>3</b>	<b>Restriction on use of Sobell Car Park</b>
	<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>
<b>4</b>	<b>Order of Priority</b>
	<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>
<b>5</b>	<b>Approved drawings and documents</b>
	<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:**

<b>1</b>	<b>S106</b>
	<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