



PLANNING COMMITTEE REPORT

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

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

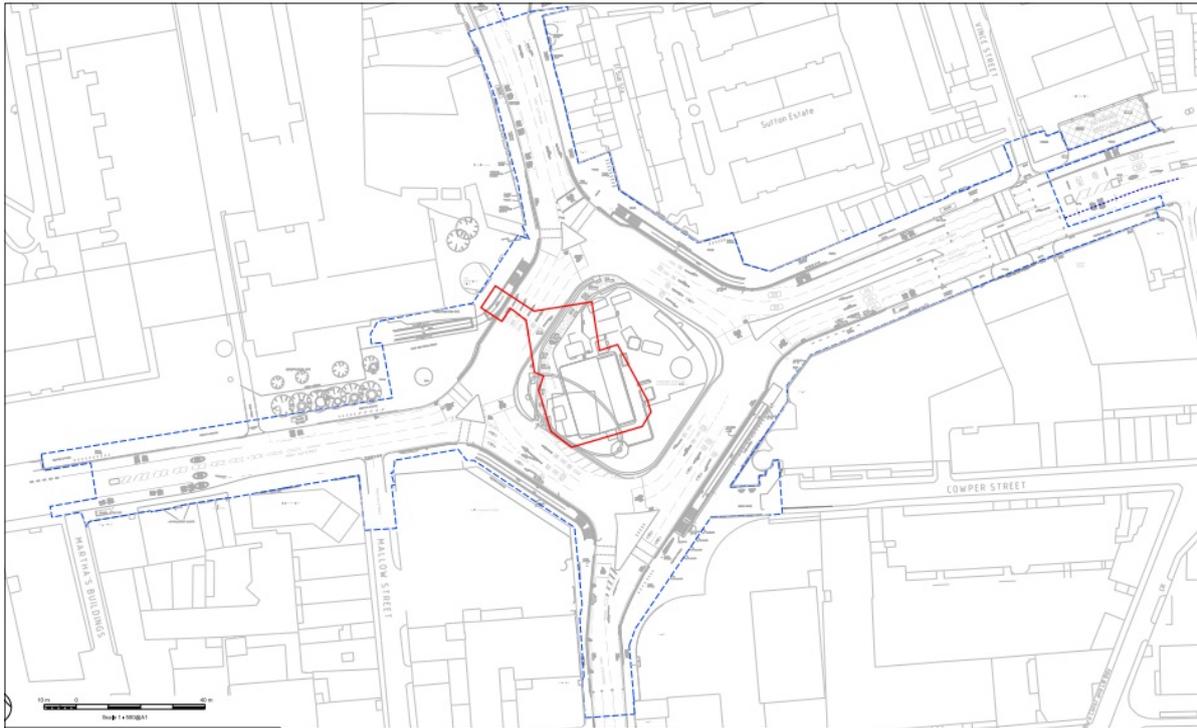
Case Officer	Stefan Kukula
Applicant	Transport for London
Agent	Transport for London

1. RECOMMENDATION

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

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

2. SITE PLAN (site outlined in red)



3. PHOTOS OF SITE/STREET



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

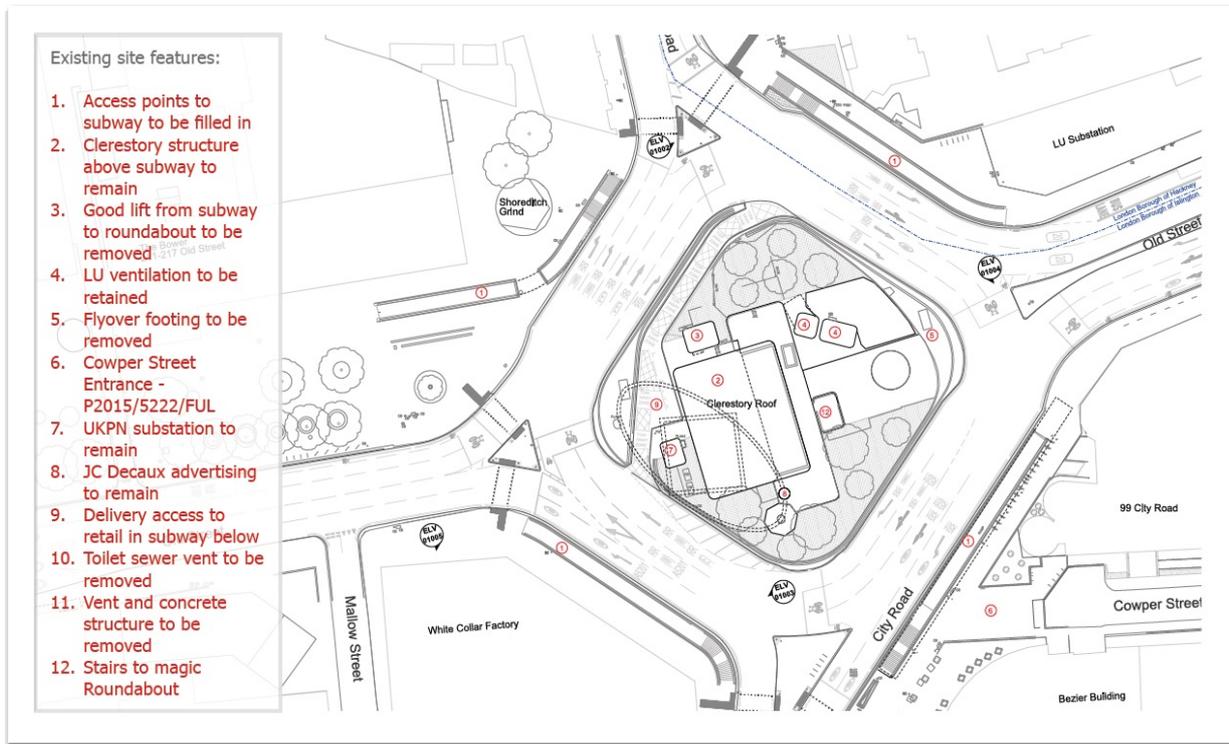


Figure 2: Existing site features



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



Figure 4: Old Street roundabout from the north east



Figure 5: Old Street roundabout from the west

4. SUMMARY

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

5. SITE AND SURROUNDING

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

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

6. PROPOSAL (IN DETAIL)

Background

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

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

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

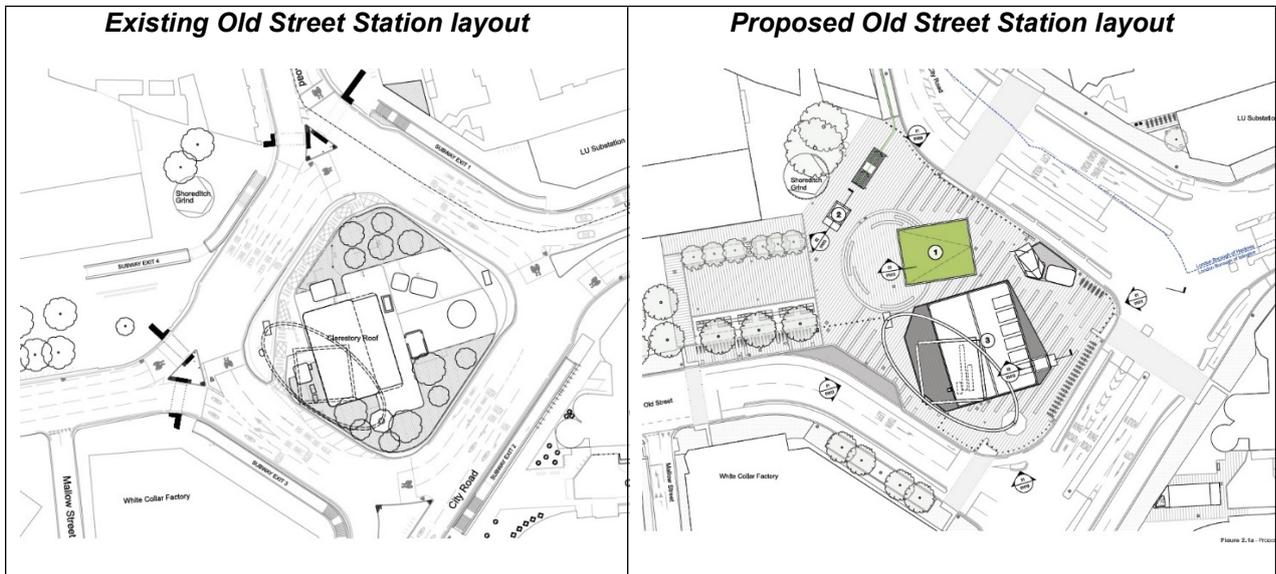


Figure 6: Existing and proposed layouts

The Proposal

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



Figure 7: Proposed station entrance structure.

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

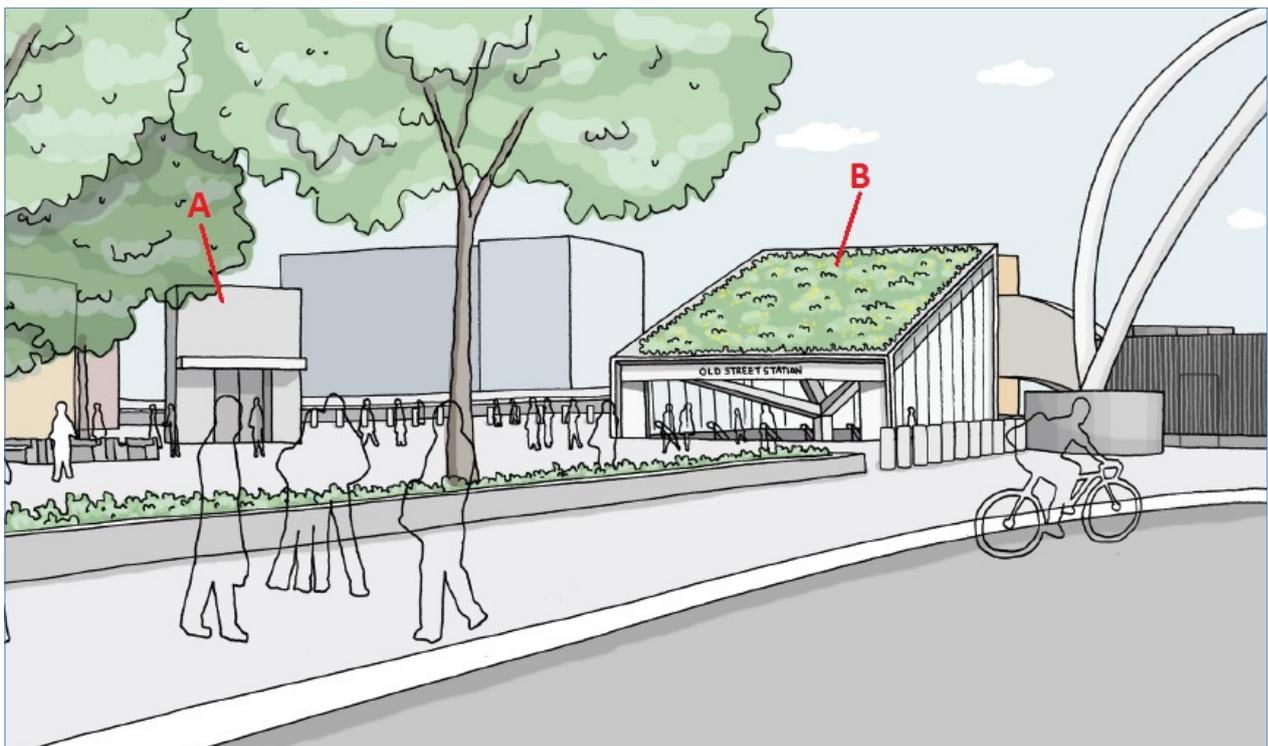


Figure 8: Proposed passenger lift (A) and station entrance (B)

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

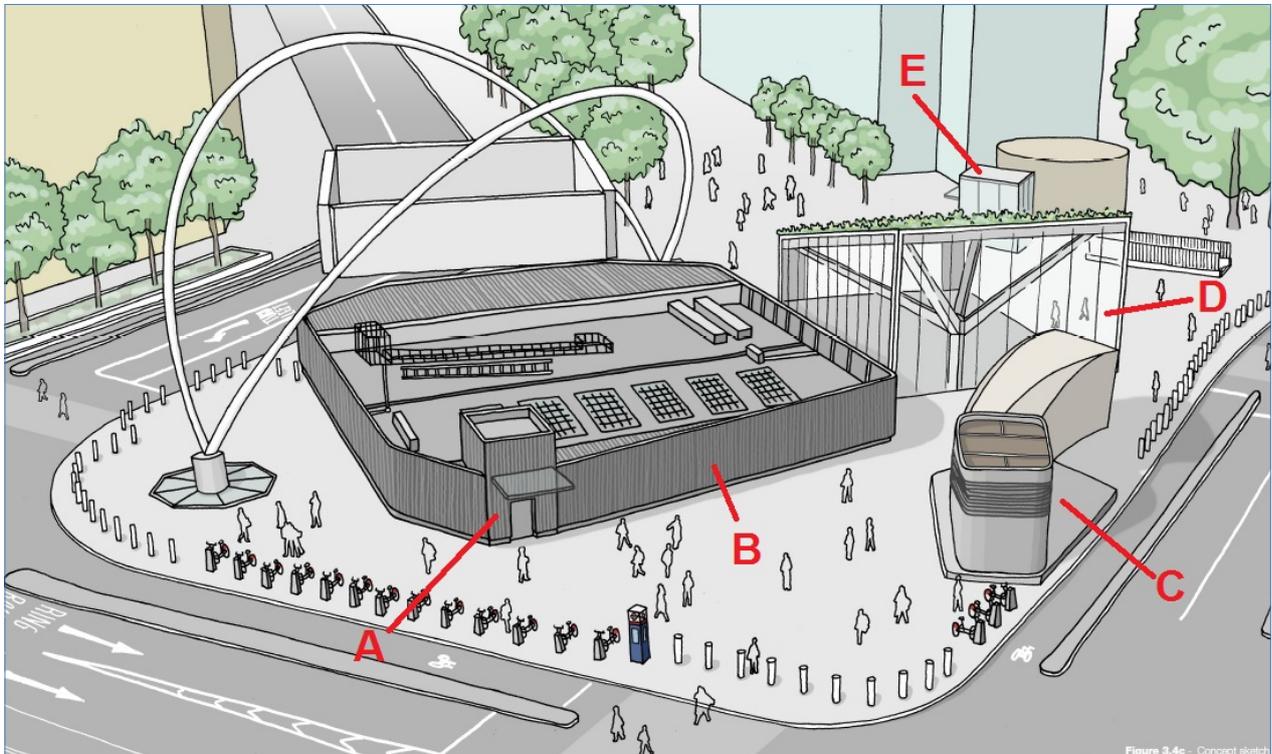


Figure 9: Proposed dedicated servicing/ goods lift (A), new cladding to existing clerestory roof (B), retained ventilation shafts (C), new station entrance (D), and new public lift (E).



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

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

Revision 1

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

7. RELEVANT HISTORY:

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

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

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

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

ENFORCEMENT:

7.2 No relevant history.

PRE-APPLICATION ADVICE:

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

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

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

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

8. CONSULTATION

Public Consultation

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

External Consultees

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

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

Internal Consultees

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

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

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

Other Consultees

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

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

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

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

9. RELEVANT POLICIES

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

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

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

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

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

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

National Guidance

- 9.11 The National Planning Policy Framework (2019) seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

Development Plan

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

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

Designations

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

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

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ENVIRONMENTAL IMPACT ASSESSMENT

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

11. ASSESSMENT

11.1 The main issues arising from this proposal relate to:

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

Principle of Development

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

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

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

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

Design and appearance

Policy Context

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

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

New Station Entrance

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

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

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

Passenger Lift

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

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

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

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

Retained structures

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

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

Impact on Heritage Assets

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

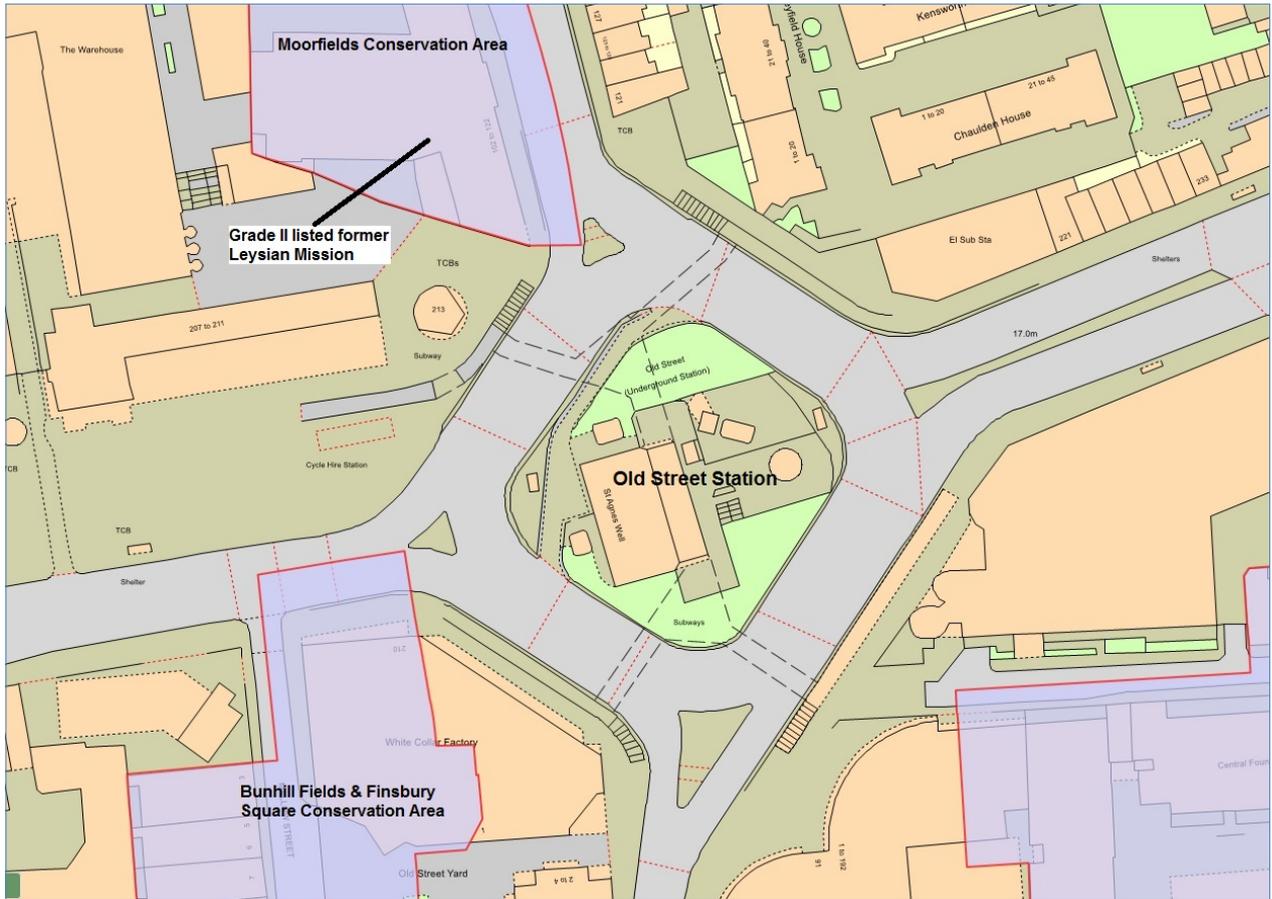


Figure 11: Heritage assets adjacent to Old Street roundabout

Lysian Mission Building (Grade II listed and Local Landmark)

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

Moorfields Conservation Area

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



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

Moorfields Archaeological priority area

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

Heritage Impacts – Conclusion

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

Inclusive Design

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

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

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

Wayfinding, Public Realm and Landscaping

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

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

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

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

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

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

Trees

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

Neighbouring Amenity

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

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

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

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

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

Sustainability

Energy

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

Green Roof

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

Flood Risk

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

Highways and Transportation

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

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

Cycling Safety

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

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

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

Servicing

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

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

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

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

Environmental Impacts

Air Quality

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

Noise and vibration

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

Other Matters

Safety and Security

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

12. SUMMARY AND CONCLUSION

Summary

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

Conclusion

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

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION

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

List of Conditions:

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

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

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

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

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

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

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

7

Arboricultural Site Supervision (completion)

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

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

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

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

List of Informatives:

1	Sustainable Sourcing of Materials

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

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2019 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

2. Development Plan

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

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

1 Context and strategy

Policy 1.1 Delivering the strategic vision and objectives for London

2 London's places

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

Policy 2.2 London and the wider metropolitan area

Policy 2.3 Growth areas and co-ordination corridors

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

Policy 2.12 Central Activities Zone – predominantly local activities

Policy 2.14 Areas for regeneration

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

3 London's people

Policy 3.2 Improving health and

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.5 London's visitor infrastructure

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.18 Construction, excavation and demolition waste

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

7 London's living places and spaces

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

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

B) Islington Core Strategy 2011

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

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

Infrastructure and Implementation
Policy CS18 (Delivery and
Infrastructure)

C) Development Management Policies June 2013

Design and Heritage

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

Shops, culture and services

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

Health and open space

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

Energy and Environmental Standards

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

Transport

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

Infrastructure

- DM9.1 Infrastructure

D) Finsbury Local Plan June 2013

BC3 – Old Street

E) Site Allocations June 2013

BC24 – Old Street roundabout area

3. Designations

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

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

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

The following SPGs and/or SPDs are relevant:

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



CONFIDENTIAL

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Our ref: Q2019/0207/DRP

Date: 28th January 2019

Dear Usama Mohamad,

ISLINGTON DESIGN REVIEW PANEL
RE: Old Street Roundabout

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

Review Process

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

Panel's observations

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

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

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

New main entrance to Old Street Station

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

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

Lift to St Agnes Well

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

Legible London Sign

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

Public realm and landscaping proposals

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



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

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

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

Retained structures on the site

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

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

Summary

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

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

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

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

Confidentiality

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

Yours sincerely,



Emma Lawrence
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Design Review Panel Coordinator

