

PLANNING SUB-COMMITTEE A		AGENDA ITEM: B6
Date:	14 January 2020	NON-EXEMPT

Application number	P2019/2469/FUL
Application type	Full Planning Application
Ward	St. Georges Ward
Listed building	Locally Listed Building Within 50m of the Grade II Statutory listed Odeon Cinema Building
Conservation area	Mercers Road/Tavistock Terrace Conservation Area (and Article 4 Direction)
Development Plan Context	Core Strategy Key Area – Nags Head & Upper Holloway Road Locally Listed Building (Grade B) Cycle Route (Strategic) Site Allocation – 443-445 Holloway Road Transport for London Road Network Rail Land Ownership – TfL Surface Article 4 Direction (A1 to A2) Article 4 Direction (B1(c) to C3) Employment Growth Area – Holloway Road North
Licensing Implications	N/A
Site Address	National Youth Theatre, 443-445 Holloway Road, N7 6LW
Proposal	Single storey entrance and studio pavilion with associated landscaping. Additional window to south elevation and automatic opening vents (AOVs) to windows to comply with fire regulations.

Case Officer	Planning Applications Team
Applicant	National Youth Theatre – Ms Karen Turner
Agent	DSDHA – Mr David Hills

1. RECOMMENDATION

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

- 1.1 the planning obligations as summarised at Appendix 1 (Recommendation A); and
- 1.2 the conditions set out in Appendix 1 (Recommendation B).

2. SITE PLAN



3. PHOTOS OF SITE/STREET

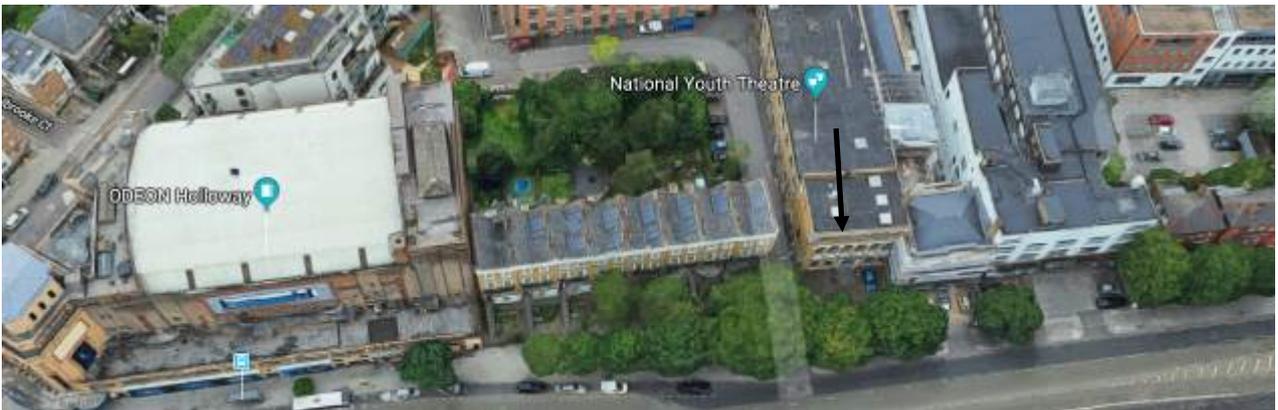


Image 1: Aerial view of the application site

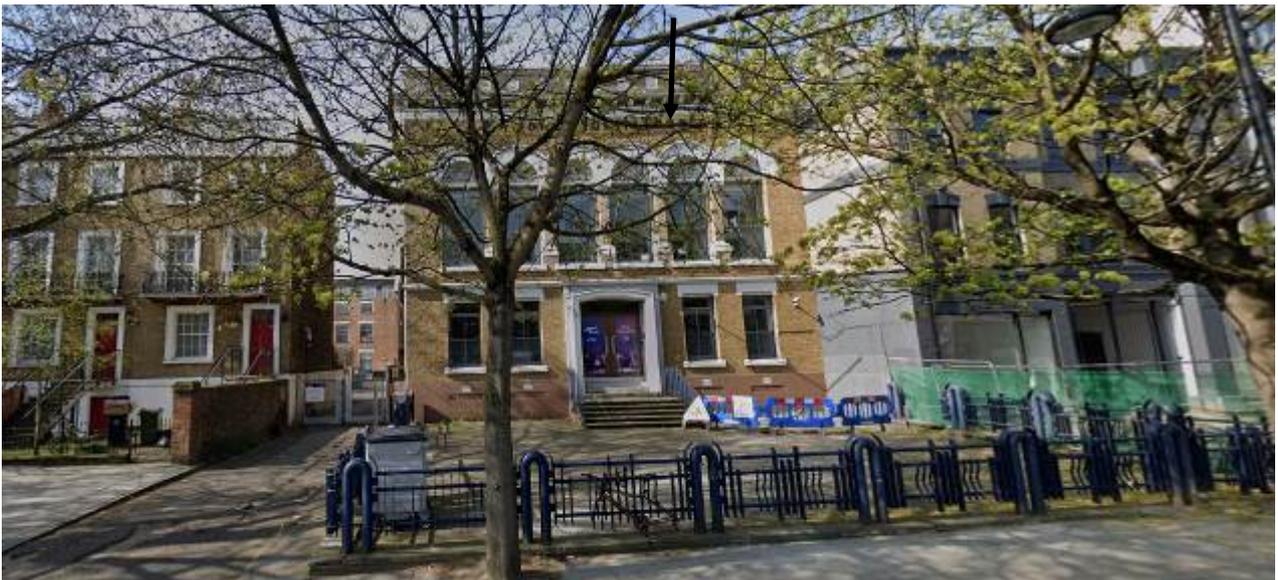


Image 2: The front elevation of the site as viewed from Holloway Road



Image 3: Holloway Road, looking north-west. Site is shown on the left.



Image 4: Holloway Road, looking south-east. Site is shown on the right

4. SUMMARY

- 4.1 Planning permission is sought for the erection of a single storey entrance and studio pavilion extension fronting Holloway Road to the building occupied by the National Youth Theatre (NYT) with associated landscaping, the insertion of an additional window to the south elevation of the building, and automatic opening vents (AOVs) to windows. Following revisions (to the height), the proposed extension includes two flat roofed adjoining and connecting blocks; the 'reception' block with a projection of 11.5m, a width of 5.4m, and a height of 4.9m; and the 'studio' block with a projection of 10.1m, a width of 9.1m, and a height of 4.2m.

- 4.2 The building contains workshop, studio, office, and storage/archive spaces, and acts as the primary production site and space used by the NYT for the delivery of their programme of masterclasses, auditions, 'Playing Up' (a level 3 Access to Higher Education course over one year), 'Creative Leadership' (a free training session for members aged 18-25) and rehearsals for productions. The NYT was established in 1956 as the world's first youth theatre and has occupied the building since 1987. It is a Charity that earns and raises all income annually, with only 9% of their income coming from public subsidy. In terms of land use, it is considered that the proposed additional D1 floorspace at the site is acceptable.
- 4.3 The existing building incorporates a raised ground floor level which is significantly higher than the external ground level, with steep steps providing access to the building. An alternative side entrance is available with lift access however this is separate to the main access and is considered to be compromised as it is accessed via the side shared entranceway. The proposal seeks to enhance the level of accessibility to the building, through the provision of a level entrance pavilion and studio, and internal upgrades including the installation of a platform lift to gain access to the primary ground floor level.
- 4.4 The application site is locally listed at Grade B; is located within the Mercers Road/Tavistock Terrace Conservation Area and is located approximately 50m to the north-west of the Grade II listed Odeon Cinema at the junction of Holloway Road and Tufnell Park Road.
- 4.5 Information has been submitted to demonstrate that alternative options to the erection of a front extension were considered during the design development stage. Officers are satisfied that alternative options have been genuinely considered as part of the detailed design process undertaken, and notes the applicant's assertion that the erection of an extension upon the front forecourt is the only viable option for the expansion of the building.
- 4.6 The proposed front pavilion extension would project beyond the established predominant building line along this section of Holloway Road and would be very visible in public sightlines. The detailed design of the proposed extension is of a high quality, however officers do hold concern with regard to the bulk and scale of the proposed front extension which would conceal the entirety of the existing ground floor façade by matching the height of the raised ground floor level. Overall, there is concern held with regard to the bulk and scale of the extension and the 'less than substantial harm' it would cause to the Mercers Road/Tavistock Terrace Conservation Area, including harmful impact to the streetscene and host building.
- 4.7 The NPPF states that: *'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'* The public benefits gained from the proposal and the continued operation of the NYT are outlined in paragraphs 10.67 and 10.68 and set out within Appendix 1. Additionally, the improvements to the accessibility of the building when taken together are considered to present significant public benefits. It is considered that these collective public benefits tip the balance in favour of permission being granted, noting the great weight to be placed on the desire to preserve the conservation area character.
- 4.8 The recommendation to grant planning permission is subject to planning obligations to secure the NYT public benefits and also secures the demolition of the front extension in the event that the NYT benefits secured by planning obligations cease to be provided. The proposal is therefore considered finely balanced, bearing in mind the great weight afforded to the less than substantial harm caused, but on-balance to be acceptable in

design and conservation terms, providing the public benefits are secured including the remedy (demolition) in the event the public benefits case through suitable planning obligations within an associated Section 106 agreement.

5. SITE AND SURROUNDING

- 5.1 The application site is a three storey mid-terrace building located on the south-western side of Holloway Road at nos. 443-445 Holloway Road, which forms part of a larger complex of buildings known as nos. 443-449. The building is locally listed and is located within the Mercers Road/Tavistock Terrace Conservation Area.
- 5.2 The site forms part of the Holloway Road North Employment Growth Area, and the buildings at nos. 443-453 Holloway Road are subject to a site allocation (NH4) within the Site Allocations June 2013. The buildings at nos. 443-449 fronting Holloway Road host a range of uses, including office, light industrial and café spaces, as well as the National Youth Theatre. To the south and west of the site there are a number of residential buildings. Overall, the character of the area is predominantly mixed use in character.

6. PROPOSAL (IN DETAIL)

- 6.1 The application seeks permission for the erection of a single storey entrance and studio pavilion extension fronting Holloway Road with associated landscaping, the insertion of an additional window to the south elevation of the building, and automatic opening vents (AOVs) to windows to comply with fire regulations.

Revisions and additional information

- 6.2 The applicant submitted revised drawings and additional information on 17 December 2019. The revised drawings reduced the overall height of the front extension to 4.9m and 4.2m to the new studio. No reduction in projection beyond the building lines was made. Two additional windows were also introduced in the north facing (side) elevation of the extension.
- 6.3 Additional information was also received regarding public benefits on 2nd January 2020.
- 6.4 No further public consultation was undertaken as the revisions amounted to a reduction in scale and no objections were initially received, although further comments were sought from the Tree officer and the Metropolitan Police (Designing Out Crime) officer.

7. RELEVANT HISTORY:

Planning applications

Nos. 443-449 Holloway Road

- 7.1 P2019/2839/FUL: Retrospective change of use of Unit 2 and proposed change of use of Unit 1 at ground floor of the Gatehouse Building from office (Use Class B1a) to flexible shop/restaurant and cafe/office (Use Class A1/A3/B1) – refused 13/12/2019

REASON: The proposal would result in the unjustified loss of business floor space within a designated Employment Growth Area, and no marketing evidence has been submitted to demonstrate that the property has been adequately marketed for a period of at least two-years, nor has a robust market demand analysis been submitted to justify the lack of marketing evidence provided. The proposed development is therefore considered to be contrary to the NPPF 2019, Policy 4.1 of the London Plan 2016, Policy CS13 of the

Islington Core Strategy 2011, and policies DM5.2 and DM5.4 of the Islington Development Management Policies 2013.

- 7.2 P2017/4121/FUL (443-445): External alterations to front facade and entrance at ground floor level including installation of new glazed frontages, canopies and front gate. New cobblestone paving also proposed for the forecourt and underpass. Approved with conditions 19/12/2017.
- 7.3 P2014/4684/PRA: Prior approval for change of use from B1 (Office) to C3 (Residential) to create 18 residential units. Prior approval required – refused 08/01/2015.

REASON: In accordance with The Town and Country Planning (General Permitted Development) (Amendment and Consequential Provisions) (England) Order 2014 and specifically the provisions of (amended) Paragraph N (2A), the Local Planning Authority refuses this application as in its opinion, the developer has provided insufficient information to enable the LPA to establish whether the proposed development complies with restriction J.1.(b) which requires that the use of the units contained within the application building subject to this application were all as B1(a) offices on or before 30 May 2013.

- 7.4 P2013/3213/FUL (443-445): Refurbishment of and extension to 443-445 Holloway Road, demolition of Units A-G 449 Holloway Road and development of three new buildings to provide 2,267sqm. of replacement D1 floorspace (National Youth Theatre), 80 new residential units (use Class C3) and 401 sqm. of flexible commercial floorspace (use Class A1/A3/B1) along with associated highways works, car and cycle parking, landscaping and plant room. Approved with conditions 13/06/2014.
- 7.5 P011046 (443-445): Change of use of the property to Business (B1) use. Submitted by National Youth Theatre. Approved with conditions 15/12/2001.
- 7.6 P011047 (443-445): Change of use of the property to non-residential educational (D1) use. Submitted by National Youth Theatre. Approved with conditions 05/12/2001.
- 7.7 971690 (443-449 Block C): Change of use from warehouse to woodworking, joinery and furniture manufacture. Approved with conditions 20/11/1997.
- 7.8 920887 (443-449 Block H): Change of use of ground floor area from w.c. / store area to A2. Installation of new shopfront. 07/09/1992.
- 7.9 871380 (443-445): Change of use from warehouse to use for offices storage scenery and costume workshops and rehearsal space for the National Youth Theatre. Approved with conditions 27/01/1988.

Rear Mews Building

- 7.10 P2019/1036/FUL: Change of use of 891sqm of storage and distribution floorspace (Use Class B8) at ground and first floor levels of the Rear Mews Building to offices (Use Class B1a), and associated external alterations. Decision pending.
- 7.11 P2019/1758/COLP: Certificate of Lawfulness (Proposed) application for the change of use of the second floor level from storage and distribution (Use Class B8) to offices (Use Class B1a). Decision pending.
- 7.12 P2019/1735/FUL: Retention of second floor level roof terrace at rear of Mews building. Decision pending.

Pre applications

- 7.13 P2019/1804/MIN: Proposed new extension to the front entrance of the building, and refurbishment of existing interior spaces.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 205 adjoining and nearby properties on 23 August 2019. A site notice and press advert were also displayed. The public consultation of the application therefore expired on 22 September 2019, however it is the Council's practice to consider representations made up until the date of a decision.

- 8.2 At the time of the writing of this report, 14 letters of support had been received from the public with regard to the application. The comments and supporting statements are summarised below:

- Support the introduction of a crossing on Holloway Road, improvements to paving of the shared access route and improvements to the streetscape of Holloway Road. OFFICER COMMENT: These works are not part of the planning application and appears to relate to bids for funding for work outside of the redline plan.
- The NYT is a good local and national resource and this scheme will provide new facilities, more space for young creatives and for the NYT to expand into the local community
- The proposal will create more accessibility for upcoming artists as the building is not currently accessible to people who are mobility impaired.
- The design of the new frontage will heighten the NYT's street presence, be more welcoming and inviting and encourage more young people to get involved

- 8.3 In addition, the following letters of support have been received:

- 7 letters of support from:
 - Jenette Arnold OBE AM, London Assembly Member for North East London, Hackney, Islington and Waltham Forest.
 - Samuel Rhodes School, Islington.
 - Family Action.
 - Groundwork.
 - Shakespeare's Globe.
 - The Park Theatre, Finsbury Park.
 - Highshore School, Camberwell.
- 8 letters of support from 5 trustees, 1 chair, 1 member and 1 patron of the NYT themselves.

- 8.4 9 letters were also submitted expressing support for grant applications to the London Marathon Charities Trust, Morris Charitable Trust (both for the 'capital redevelopment' of the building) and the Greener City Fund (for public realm improvements and a pocket park on Holloway Road):

- The Arsenal Foundation (Arsenal Football Club).
- Cllr Watts (1 letter for each grant application).
- Jenette Arnold OBE AM, London Assembly Member for North East London, Hackney, Islington and Waltham Forest.
- Transport for London.
- Cllr Webbe.
- Cllr Clarke.
- National Youth Theatre.

- 8.5 Copies of letters of generic unaddressed letters and statements of support from 2018 have also been submitted from
- City and Islington College.
 - Andrea Stark, Islington Council, Employment and Skills Director.
 - Michael Calderbank, Islington Council, Economic Development.
 - Jenette Arnold OBE AM, London Assembly Member for North East London, Hackney, Islington and Waltham Forest.
 - Cllr Comer-Schwartz.
 - Cllr Satnam Gill.
 - Cllr Clarke.

Internal Consultees

- 8.6 **Design and Conservation Officer:** the ground floor elevation of the building is of lesser importance and architectural quality than the first floor, but both its concealment and disruption to the building line are both considered to result in some harm to the conservation area, and the locally listed building. This is considered to be 'less than substantial' and should be weighed against the benefits arising from the development. In the event that support is to be given, advised that a condition is attached requiring the submission and approval of material details and samples prior to commencement of construction.
- 8.7 **Accessibility Officer:** welcomes the accessibility improvements proposed as part of the application, and notes additional improvements including the provision of accessible WCs. Requests that a condition is included to ensure the provision of mobility scooter charger points, accessible cycle spaces, a means of escape management plan, adequate size changing room and level pavers. Raises concern that the closest blue badge parking bay is located 100m away from the main entrance and requests that accessible parking is secured by a S106 agreement (either with the provision of accessible parking bays close to the site or a financial contribution).
- 8.8 **Tree Officer:** whilst it is noted that the application site is within the root protection area of 2no. protected street trees, the information provided suggests that tree root growth is limited into the development area and the proposed foundation design will lessen any potential harm to tree roots. Therefore, the officer does not object to the proposal. Whilst concerns are raised with regard to the impact of the extension upon future pressures to prune the trees, the officer advises that the likely pruning in the future is not likely to significantly harm the trees. Requests condition regarding tree protection.
- 8.9 **Director of Employment, Skills and Culture** supports the s106 benefits being offered and has committed to support the NYT to establish / deepen links with key services to ensure targeting of Islington residents on the correct way. Additionally, is happy to convene an annual s106 review meeting with the NYT (with catch ups throughout the year) to ensure the benefits are maintained and grown.

External Consultees

- 8.10 **Transport for London:** The site of the proposed development is on (A1) Holloway Road, which forms part of the Transport for London Road Network (TLRN). TfL is the highway authority for the TLRN and is therefore concerned with any proposal that may affect the performance/safety of the TLRN.
- 8.11 Requested confirmation of the distance between the proposed entrance and existing TfL street trees and that it met the minimum of 2 metres of clear footway. Requested informatives regarding not blocking the A1; construction vehicles must only park at permitted locations within permitted time periods; no skips or construction materials to be

kept on the footway and carriageway; and that the removal of or pruning of any TfL trees will require TfL approval.

- 8.12 **Theatres Trust:** The proposed front extension will facilitate a revision to the internal layout resulting in improved accessibility to the building and additional studios and facilities and forms the first phase of a wider programme of development. The extension will house a reception area with member hub, a platform lift and an additional studio. Alterations within the existing building will include an accessible WC and an accessible WC and shower and a further additional studio. At present the building suffers from inadequate accessibility as a result of level changes so we are pleased that these issues will be resolved. We also consider the scale and design of the extension to be appropriate and to improve visibility and prominence of the Youth Theatre creating a greater sense of arrival. Therefore, we are support of this proposal. We have no objection to the external alterations to provide additional windows and openings.
- 8.13 **Secure by Design officer:** There are concerns about having a blank north facing (side) elevation. The extension breaks the straight sight line along the street and, especially at night, there are concerns that anyone could be waiting in the corner. It also encourages street urination with numerous drinking establishments in the area and a late night economy. Rough sleeping is also a huge issue in the area and in Islington as a whole at the moment therefore the advice is that there should be as much transparency through the building as possible – especially at night with any dark recesses well lit to avoid anyone lurking in the dark corners.

Officer note: Conditions to prevent the obscuring of the windows in the extension have been imposed and additionally, to secure lighting and CCTV details to ensure no dark corners are introduced adjacent the north facing (side) elevation adjacent to 447 Holloway Road in order to address these concerns above.

9. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATION & POLICIES

- 9.1 Islington Council (Planning Sub-Committee A), in determining the planning application has the following main statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);
 - To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004) (Note: that the relevant Development Plan is the London Plan and Islington's Local Plan, including adopted Supplementary Planning Guidance.)
 - As the development affects the setting of listed buildings, Islington Council (Planning Committee) is required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990) and;
 - As the development is within or adjacent to a conservation area(s), the Council also has a statutory duty in that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area (s72(1)).

- 9.2 National Planning Policy Framework 2019 (NPPF): Paragraph 10 states: “at the heart of the NPPF is a presumption in favour of sustainable development.”
- 9.3 At paragraph 8 the NPPF states that the planning system has three overarching objectives in achieving sustainable development, being an economic objective, a social objective and an environmental objective.
- 9.4 The NPPF 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.
- 9.5 Since March 2014 Planning Practice Guidance for England has been published online.
- 9.6 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.
- 9.7 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
 - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 9.8 Members of the Planning Sub-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.
- 9.9 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Development Plan

- 9.10 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 that are considered relevant to this application are listed at Appendix 2 to this report.

9.11 Weight is attributable to the Draft London Plan.

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

- Core Strategy Key Area – Nags Head & Upper Holloway Road
- Locally Listed Building (Grade B)
- Cycle Route (Strategic)
- Site Allocation – 443-445 Holloway Road
- Transport for London Road Network
- Rail Land Ownership – TfL Surface
- Article 4 Direction (A1 to A2)
- Article 4 Direction (B1(c) to C3)
- Employment Growth Area – Holloway Road North

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Land Use
- Design and Conservation
- Accessibility
- Neighbouring Amenity
- Trees
- Highways and Transportation
- Other Matters

Land Use

Provision of additional D1 Floorspace

10.2 The application site is a three storey (plus basement) building which includes 2,119 sqm of D1 (non-residential institution) floorspace and is occupied by the National Youth Theatre (NYT), which has recently signed a 999 year lease on the property. The building contains workshop, studio, office, and storage/archive spaces, and acts as the primary production site and space used by the NYT for the delivery of their programme of masterclasses, auditions, 'Playing Up' (a level 3 Access to Higher Education course over one year), 'Creative Leadership' (a free training session for members aged 18-25) and rehearsals for productions.

10.3 The application proposes the erection of a single storey extension to the front of the building fronting Holloway Road, to provide an additional 141 sqm of D1 floorspace. The addition would include a new entrance lobby with improved accessibility to the remainder of the building, as well as an additional studio to support the delivery of the NYT programme.

10.4 Policy DM4.12 Part C of the Development Management Policies states:

'C. New social infrastructure and cultural facilities, including extensions to existing infrastructure and facilities, must:

- i. be located in areas convenient for the communities they serve and accessible by a range of sustainably transport modes, including walking, cycling, and public transport;*
- ii. provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;*
- iii. be sited to maximise shared use of facility, particularly for recreational and community uses; and*
- iv. complement existing uses and the character of the area and avoid adverse impacts on the amenity of surrounding uses.'*

- 10.5 The application site is located within an area that is well served by public transport. Holloway Road forms part of the TfL Road Network, and the site is within close proximity to 24 hour bus stops, 700m walking distance from the Upper Holloway Overground Railway Station, and 950m walking distance from the Holloway Road Underground Railway Station. Overall, the site has a Public Transport Accessibility Level (PTAL) rating of 5 (third highest), which indicates that it has very good access to public transport. The site is also located within a densely developed part of the Borough which is within close proximity to the Nags Head Town Centre, and an area which contains good cycling infrastructure. Overall, it is considered that the proposal complies with part (i) of DM4.12C.
- 10.6 The existing building incorporates a raised ground floor level which is significantly higher than the external ground level, with steep steps providing access to the building. An alternative side entrance is available with lift access however this is separate to the main access and is considered to be compromised as it is accessed via the side shared entranceway. The proposal seeks to enhance the level of accessibility to the building, through the provision of a level entrance pavilion and studio, and internal upgrades including the installation of a platform lift to gain access to the primary ground floor level. The proposal represents improvements to the accessibility of the building and would provide enhanced opportunities for mobility impaired users. It would therefore comply with part (ii) of policy DM4.12C.
- 10.7 The application site is subject to a Site Allocation (NH4: 443-453 Holloway Road). The allocation covers a much larger part of the site as can be seen from the image below. Whilst the allocation suggests the wider site would be *"suitable for mixed use development including housing, continued business uses (including office and warehouse use), and commercial uses along Holloway Road"* it also states that *"the locally listed building (443-445 Holloway Road) should be retained, along with any existing arts/cultural uses"*.
- 10.8 The National Youth Theatre was established in 1956 as the world's first youth theatre and has occupied the building since 1987. It is a Charity that earns and raises all income annually, with only 9% of their income coming from public subsidy. Programmes are delivered and funded through grants, partnerships, fundraising, earned income (including box office income and hiring out the largest double height rehearsal spaces) and third party funding agreements. NYT continue to be successful in funding applications for the above type of programming as such funding directly services identified needs and achieves positive outcomes for the target beneficiaries
- 10.9 The existing NYT programme includes the use of the building for masterclasses, auditions, Playing Up (a sustainable programme over one year), Creative Leadership and rehearsals for productions. Specifically, the facilities at Holloway Road are currently utilised to provide the following services and programmes (not an exhaustive list):

- Accredited Access Courses for vulnerable young adults, NEET's (young people not in Employment, Education or Training);
- Special Educational Needs (SEN) Schools Partnerships, supporting disabled young children and adults to achieve their potential (school partnerships, after school club and inclusive workshops); and
- Cultural Enrichment Programme (Borough-wide services for schools and teachers), which forms part of Islington's 11 x 11 programme. Bespoke offers include school assembly talks, free theatre tickets, CPD programmes for teachers, invitations to open rehearsals timed to suit the needs of the school, and free tickets to Relaxed Performances suitable for those on the autism spectrum or with a learning disability; and
- Evening and weekend activities including open access events for young people, including a Black history month event curated from open spoken word submissions.

10.10 Following the completion of the proposed development, the services and programmes to be offered from the Holloway Road facilities would be expanded to include (not an exhaustive list):

- Improved inclusion programming and disability access, including the provision of a fully accessible venue as well as improved acoustic controls, quiet break out spaces, mobility lifts and Changing Spaces toilets;
- Increase opportunities for invitations to local schools for performances and workshops with cast, tech, directors and writers as part of Islington's 11 x 11 programme;
- Co-working spaces, including dedicated free desk space for start up companies, within a space in the current building that cannot be used for other functions;
- Additional rehearsal and workshop space for associated theatre arts companies, including Company Three, The Pappy Show, All Change Arts, Breaking Convention and others;
- Increased opportunities to provide Social Value Contracts with creative industries working within Islington, connecting young people to successful industry companies through the teaching of skills for employment progression including work placements to align with the local textile industry at Fonthill Road, and opportunities to shadow sound and lighting directors, movement choreographers, stage designers and costume designers; as well as the provision of facilities for open rehearsals for school groups to see major West End productions in development;
- Increased capacity to provide evening and weekend activities, including opportunities to partner with local company 'Breaking Convention' (a charity who operate within the Borough without a fixed venue developing programmes and mentoring young people in spoken word and performances); and
- Increased capacity to provide programmes for children aged 11-14 (Start Up Saturdays and Start Up Half Term), 10 week long term led ensemble training for classes of up to 25 participants.

10.11 Overall, the proposal would allow enlargement of the D1 facility to maximise the use of the property to provide recreational and community uses. The services and programmes to be offered would extend and support the existing use of the facility, and are considered to complement the existing uses and the overall character (uses) of the area without adverse impacts on the amenity of surrounding uses. The application therefore complies with part (iii) and (iv) of policy DM4.12C in terms of the proposed use as well as the Site Allocation NH4 by retaining the arts / cultural uses at the site. See the design and conservation area section below with regard to the proposed extension itself.

10.12 The site is also located within the Holloway Road North Employment Growth Area. Policy DM5.1 of the Development Management Policies 2013 stipulates that within Employment

Growth Areas, the council will encourage the intensification, renewal and modernisation of existing business floorspace. Whilst the site does not include business floorspace and the proposal is limited to the provision of additional D1 floorspace, it must be noted that the overall reconfiguration of the floorspace will allow for a growth in employment opportunities at the site following an increase in activity at the venue. It is predicted that additional paid roles will be available for creative associates, facilitators, inclusive practitioners, and new apprenticeship roles, (the application form states that there will be 1 additional full time employee).

- 10.13 Overall, in terms of land use it is considered that the proposed additional D1 floorspace at the site is acceptable. The proposal would improve accessibility at the site, increase opportunities for the provision of NYT programmes and services, and would allow for an increase in paid employment roles based within the building. The proposal therefore complies with policy DM4.12 Part C, and policy DM5.1 of the Development Management Policies 2013.

Design and Conservation

- 10.14 The application site is a three storey (plus basement) building with a raised ground floor level. The building is a former Mission Hall designed by George Truefitt in 1872 and is locally listed at Grade B. The front elevation includes six arched windows at first floor level, and the building is constructed of stock brick with the use of stone and stucco dressings including a strong stucco dentilled moulded cornice below a decorative parapet. The architectural design of the building has some classical and Romanesque influence. The building is considered to make a positive contribution to the Conservation Area. It is also noted that the Odeon Cinema, a Grade II listed art-deco building, is located approximately 50m to the south-east of the application site along the same side of Holloway Road.
- 10.15 Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 10.16 When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 10.17 Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 10.18 The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 10.19 The application site is located within the Mercers Road/Tavistock Terrace Conservation Area, the character of which comprises largely of commercial frontages along Holloway Road and predominantly residential side streets. The area includes an attractive range of Victorian buildings, mostly developed during the 1850s and 1860s and the relatively few

buildings that have been built subsequently have generally added to the character of the area.

10.20 Policy CS9 of Islington's Core Strategy (CS) 2011 and Policy DM2.1 of Islington's Development Management Policies 2013 accord with the National Planning Policy Framework (NPPF) in seeking to sustain and enhance Islington's built environment. Taken together, they seek to ensure that proposed development responds positively to existing buildings, the streetscape and the wider context, including local architecture and character, surrounding heritage assets, and locally distinctive patterns of development.

10.21 Policy DM2.3 states that Islington's historic environment is an irreplaceable resource and the council will ensure that the borough's heritage assets are conserved and enhanced in a manner appropriate to their significance.

10.22 The application site is subject to a Site Allocation NH4: with respect of 'Design considerations and constraints' states the need to retain the locally listed building as noted above and also states:

"The design of any development should be of high quality to conserve and enhance the setting of locally listed buildings and the wider area including the Mercers Road / Tavistock Terrace Conservation Area within which the front half of the site sits. As well as using high quality appropriate materials, proposals will need to respect the scale, massing rhythm, and fenestration of adjoining buildings."

10.23 Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 Act requires the Local Authority to pay special attention to the desirability of preserving or enhancing the character and appearance of Conservation Areas within their area. Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural interest which it possesses.

10.24 The application proposes the erection of a single storey front entrance and studio pavilion extension upon the forecourt of the NYT building fronting Holloway Road. During the course of the application, the applicant submitted revised plans to reduce the height of the proposed extension, which were accepted by the Council.

10.25 Following revisions, the proposed extension includes two flat roofed adjoining and connecting blocks; the 'reception' block would project 11.5m beyond the front building line, and would have a width of 5.4m, and a height of 4.9m. It would provide an internal floor area of 48 sqm. The adjoining and connecting 'studio' block would project 10.1m beyond the front building, and would have a width of 9.1m, and a height of 4.2m. It would provide an internal floor area of 80 sqm. Overall, the combined front extension, which would be viewed as two adjoining masses, would have a width of 14.6m (almost the full width of the host building), with an internal floor area of 128 sqm.

Justification of forecourt extension option

10.26 As part of the application, information has been submitted to demonstrate that alternative options to the erection of a front extension were considered during the design development stage. Following an analysis of the options, it was determined by the applicant that the erection of an extension upon the front forecourt of the building was the most viable method to expand the building. The cost estimates are as stated by the applicant.

10.27 Specifically, the following options were explored and discounted by the applicant, and all 3 options state the following justification:

- a front extension of the same scale as the currently proposed entrance area (i.e. with the studio 7 removed and the entrance rotated 90 degrees). Provision of this is assumed in the cost comparisons;
- The route for disabled users would require use of a platform lift and a passenger lift to reach the new studio space. This option would therefore not meet NYT's brief for accessibility standards.
- The Clore Duffield Foundation standards state 'Learning spaces are best located close to an entrance'. The 3 options set out below would not meet this standard.
- Option 1 – enlarged studio at basement level. Costed at £400,000 less than current proposal, but with no Studio 7 provided.

This option included the demolition of the ground floor slab and relocation of Studio 6 to basement level (increasing its ceiling height) without extending the existing. This was discounted as it would not provide an additional studio, would result in the loss of significant plant space.

- Option 2 – new studio 7 formed by excavating basement. Costed at an additional £1.11m (excluding temporary relocation costs) to current proposal.

This option included excavation of the basement to accommodate a new studio. This was discounted by the applicant as the construction costs of underpinning the structure were considered to be prohibitive, the studio space would not be adequate, it would result in the loss of significant plant space.

The applicant suggests that the excavation would be extensive, requiring the temporary relocation costs to the NYT in addition to the costs quoted above.

- Option 3 – new studio at roof level. Costed at an additional £1.3m to the current proposal.

This option included the erection of a roof extension to provide a new studio. This was discounted as it would require significant construction costs due to structural strengthening requirements for the building, as well as temporary relocation costs due to the interruption caused by the necessary strengthening works (costs are not included in the above conclusions).

For cost comparison purposes the provision of a studio of 85m² is assumed, with access provided by extending the lift and stair by a storey.

10.28 Whilst officers consider that Options 1 and 2 would likely have resulted in better design and conservation outcomes than the proposal under consideration, it is noted that these would likely not be financially viable (Option 2) or would not increase the capacity of the building (Option 1), would still necessitate some form of front extension in order to improve access and would result in the loss of significant plant space (which would need to be re-provided elsewhere). Option 3, which would require the erection of a roof extension, would also likely have an impact upon the character and appearance of the host building and wider conservation area and would not be viable. Therefore, officers are satisfied that alternative options have been genuinely considered as part of the detailed design process undertaken, and notes the applicant's assertion that the erection of an

extension upon the front forecourt is the only viable option for the expansion of the building. The detailed design and impact of the proposed extension upon the host building, streetscene, and character and appearance of the Mercers Road/Tavistock Terrace Conservation Area (as well as the setting of the Grade II Listed Odeon Cinema building) is assessed further within the report below.

Building Line

- 10.29 The front building line of the properties along the south-western side of Holloway Road (of which the application site forms a part thereof) between Tufnell Park Road and no. 447 Holloway Road (adjoining the application site) varies. The main bulk of the Grade II listed Odeon Cinema building at the junction of Tufnell Park Road and Holloway Road aligns with the front elevation of the adjoining Victorian terraces at nos. 429A-429P; however, the cinema's single storey parade of shops projects beyond this building line up to the pavement of Holloway Road. The resulting building line steps back from the rear of the Odeon Cinema to the front of the terraces at nos. 429A-P. At the same location, the roadway of Holloway Road narrows and the footpath increases in width, allowing for generous forecourts and pavement to the front of nos. 429A-P. The existing locally listed NYT building projects approximately 2m beyond the front building line of nos. 429A-P, and the front of the adjoining building at no. 447-449 project a further 3.5m beyond the existing NYT building frontage. The result is a stepped, yet clean, building line across the south-western side of Holloway Road (as shown in Figure 1 below).

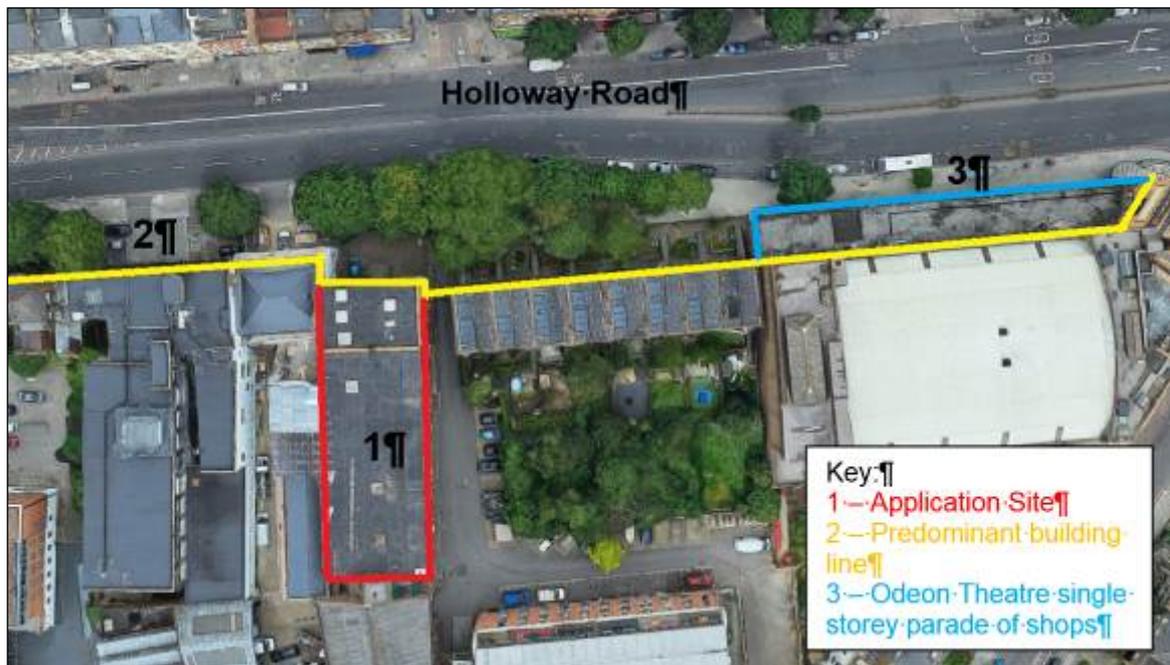


Figure 1: Existing building line

- 10.30 As a result of the predominant building line and alignment of Holloway Road, the public pavement and private forecourts widen as you approach the NYT site from the south-east. The existing NYT forecourt is not built upon (however it is used for car parking), and therefore there are clear sightlines along the footpath towards the front of the building and to the projection at no. 447-449. Due to the existing enclosure (low level structures) of the NYT forecourt, the pavement narrows as you approach the application site. This is shown in Figure 2 below.



Figure 2: Existing pavement widths



Figure 3: Proposal

- 10.31 The proposed front extension would therefore project beyond the predominant front building line along this section of Holloway Road, and would be very visible in public sightlines (Figure 3 above), the impact of which would be exacerbated by the fact that the line of the pavement ‘dog-legs’ around it.
- 10.32 Specifically, with regard to building lines, policy DM2.1B(ii) states that development proposals are required to demonstrate how they have successfully addressed elements of the site and its surroundings including building lines and frontages.
- 10.33 Paragraph 5.20 of the Islington Urban Design Guide 2017 states that all new developments should be based on a layout that delivers permeability and consistent building lines (amongst others). Paragraph 5.36 advises that building lines should avoid creating:

- blank flank walls;
- concerns and recesses that offer concealment opportunities;
- set-backs that divorce buildings from their street context;
- projections that draw unwarranted attention, undermine sightlines and narrow the footway; and
- gaps that expose land and structures behind that were not designed to have a public frontage.

10.34 As discussed above, the proposed front pavilion extension would project beyond the established predominant building line along this section of Holloway Road. Specifically, it would project beyond the front elevation of the locally listed NYT building by 11.45m. This projection would draw attention to the building in sightlines from the south-east and north-west (most prominent from the south-east), obscure these same sightlines, and would visually accentuate the narrowing of the footpath in this location. Officers do hold concerns with regard to the impact that the extent of the projection would have upon the character and appearance of the host building, streetscene, and wider conservation area.

10.35 However, the applicant asserts that the NYT is a landmark building that currently lacks an adequate public presence within the streetscene, and therefore could be improved as a result of the extension. Officers do note that the single storey projecting parade of shops at the side of the Odeon Cinema results in a projection in the building line approaching the junction of Holloway Road and Tufnell Park Road, and that the impact of the projection of the proposed extension at NYT would be less significant when considered within the context of the existing Odeon structure. This is shown in Figure 4 below.

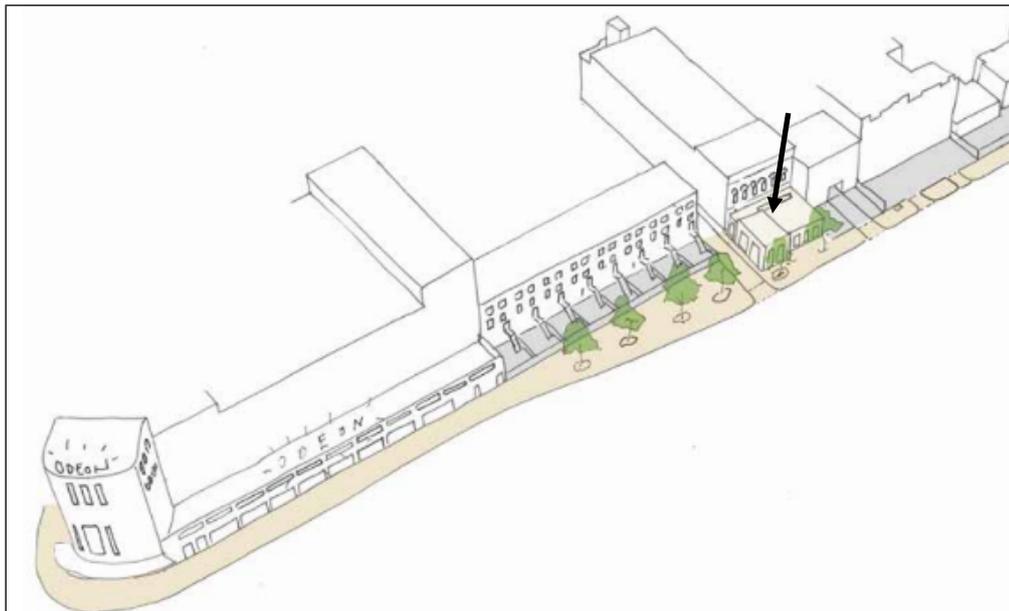


Figure 4: street context

Bulk and massing of the extension

10.36 As noted above, policy DM2.1B(ii) requires that development proposals demonstrate how they have successfully addressed the elements of the site and its surroundings including urban form, such as building lines, frontages, plot sizes and patterns, building heights, storey heights and massing.

10.37 The proposed extension would be made up of two adjoining 'blocks' with heights of (as amended) 4.9m and 4.2m, with varying projection of between 11.45 and 10.1m. The taller of the two would be the 'reception' block, which follows the southern building line. The

adjoining 'studio' block would be set to its north. When viewed from Holloway Road directly in front of the site, the extension would include two flat roof planes that would step down from left to right.

- 10.38 Officer concern has been raised throughout the course of the assessment period with regard to the overall height and depth of the extension, which has resulted in the submission of the revised scheme with reduced height. The revised extension has been reduced to 4.9m in height (reception block) and to 4.2m (studio block). Whilst officers do still hold concern with regard to the overall bulk of the proposed extension, it is acknowledged that the site is constrained – accessibility is inadequate; the building is at capacity and the NYT programme has very little room for expansion at the current location. To address concerns, the applicant has provided evidence to justify the footprint and height of the proposed extension. This is discussed below.
- 10.39 With regard to the proposed reception block, which covers a floor area of 48 sqm and has a height of 4.9m, a reduction in the footprint and height of the space was not recommended by the applicant's accessibility consultant (and agreed by the Council's Inclusive Design officer) as it would pose the three following issues:
- a reduction in circulation and manoeuvre floorspace would not provide an alternative space for wheelchair users to be served at the reception desk as well as wait without obstructing the main entrance (it is likely that more than one wheelchair user or others requiring manoeuvre space would need to be accommodated at any given time), and the overall capacity for all users would also be significantly reduced. Any reduction in the size of the reception desk would render it unsuitable for some disabled staff members, contrary to the Equality Act 2010;
 - a reduction in floorspace would eliminate space for waiting visitors to be seated if required, and wheelchair users would not have space to wait without obstructing routes. Many ambulant disabled people require a seat with arm and back rests to enable sitting and rising; the capacity to provide this would be eliminated; and
 - the entrance block is required to provide adequate internal ceiling height to allow the operation of a platform lift to the raised primary ground floor level of the building.
- 10.40 With regard to the bulk and scale of the adjoining studio block (Studio 7), which covers a floor area of 80 sqm and has an amended height of 4.2 m, a number of options to reduce the extent of the space have been explored and discounted. This includes three options to reduce the projection of the studio (to either match the building line of the adjoining building at no. 447-449 and enlarge existing Studio 6; or to reduce the projection of the proposed Studio 7 by 3 metres or by 1 metre). Each of these options were discounted as unviable for the requirements of the NYT, for the following reasons:
- the reduced floorspace would either result in a studio undersized for the identified needs (options 2 and 3), or no additional studio at all (option 1);
 - the resulting Studio 7 (options 2 and 3) would fall significantly short of the Clore Duffield Foundation standards for studio size (85 sqm), as set out in 'Space for Learning'; and
 - option 1 would result in the loss of additional fabric to the historic façade and an enlarged Studio 6 would suffer from an unacceptably low ceiling height of 2.8m as a result of the site's constraints (specifically the level differences between the external forecourt and the raised ground floor level).
- 10.41 In the instance that both the studio and reception blocks were reduced in depth by 3 metres, in addition to the disadvantages identified for both above, access to Studio 7 would need to be isolated from the reception desk and reception area (which would create security problems).

- 10.42 Following the discounting of the options outlined above, the applicant has also provided information which demonstrates that the size of the proposed Studio 7 is as minimal as possible to meet the needs of the NYT programme. The proposed Studio 7 is to be used for typical class sizes of 30, and therefore the 80 sqm provided would still be 5 sqm short of the minimum recommended by the Clore Duffield Foundation 'Space for Learning' standards. The information submitted as part of the application outlines that the studio is fundamental to the NYT's brief to work with additional disabled and at risk young adults, which is demonstrated by the 'Day in the Life of' and 'Week in the Life of' summaries submitted (within the November Design and Access Statement). These summaries provide an example of the workshops, classes, school clubs, and education programmes that operate across the building concurrently at any given time of the day and week. For example, the proposed Studio 7 could be used from 10AM-1PM for a technical workshop in costume design and production, from 2PM-4PM for school workshops, and from 4:30PM-6PM and 7PM-9PM for after school club for local young people. At the same times throughout the day, the other studios could be used for improvisation workshops, school workshops and workshops for GCSE students, additional after school club spaces, the 'Stepping Up' programme, vocal technique workshops, and creative leadership training sessions (not an exhaustive list).
- 10.43 Notwithstanding the benefits of the proposal outlined above, officers do hold concern with regard to the bulk and scale of the proposed front extension which would conceal the entirety of the existing ground floor façade by matching the height of the raised ground floor level. Whilst the extension has been reduced in height during the application process, it would still appear as a bulky and dominant addition to the front of the building when viewed from public sightlines. The revised extension does, however, ensure the retention of many sightlines towards the historic first floor façade (including the decorative arched window openings), particularly in direct views from the opposite side of Holloway Road (as demonstrated in Figure 5 below). Overall, there is concern held with regard to the bulk and scale of the extension and its resulting impact upon the character and appearance of the host building, the streetscene, and the wider Mercers Road/Tavistock Terrace Conservation Area.



Figure 5: Proposed front elevation

Materiality, Fenestration and Frontages



- 10.44 Paragraph 24.7 of the Conservation Area Design Guidelines advises that new buildings should respect the scale, massing, rhythm and fenestration of adjoining buildings; and use high quality facing materials (amongst other considerations). Whilst the proposal relates to an extension of an existing building rather than the construction of an entirely new building, given its prevalence within the streetscene it is considered that the above principles apply in this instance.
- 10.45 Given the officer concerns raised with regard to the building line, scale and bulk of the extension, it is important to ensure that the detailed design of the proposed front extension is of outstanding quality. The proportion of the extension is made up of framed facades coupled with a fenestration pattern which has been designed with a vertical emphasis, in keeping with the host building and adjoining buildings. Further, the fenestration pattern to the front elevation includes 6no. window openings, replicating the historic arched window openings at the first floor level above. Whilst the additional window to be inserted at the flank second floor elevation of the building would not have a vertical emphasis, this would be located on an elevation of lesser importance and would not be highly visible in public sightlines, so is acceptable in this instance. Overall, the fenestration pattern is considered to be within keeping with the host building and immediate streetscene, and would act to minimise any harm caused by the scale and bulk of the extension overall.
- 10.46 The vertical steel-framed window and door openings of the extension would be framed by green glazed bricks, which would be of a high quality with a reflective, lustrous finish. The bricks are highly durable and have been designed to replicate a common materiality of traditional Victorian shop and pub frontages, many of which are found throughout the Borough. Several references are made within the Urban Design Guide 2017 to the use of glazed brick in purpose-built public buildings and shopfronts, and paragraph 5.204 specifically refers to glazed bricks as an appropriate materiality for a shopfront to an historic building.
- 10.47 Whilst the extension would not constitute a shopfront and the NYT is not a publicly-owned building, officers note that the proposal would afford an open frontage within a prominent location, and that the building is publicly accessible. Therefore, the proposed materiality, which would replicate the traditional elevational treatment of many significant public

buildings and shopfronts throughout the Borough, is considered to be acceptable in this instance.

- 10.48 The proposal also includes the laying of new pavers within the forecourt around the proposed extension, to match those as existing at the neighbouring Billiards Factory site (no. 447-449). This is considered to be acceptable, and would represent an improvement upon the existing urban realm which comprises an unsightly car park and associated fencing. Condition 3 require the submission of these materials in order to ensure that they are acceptable.
- 10.49 Overall, the Design and Conservation Officer advises that the detailed design of the proposed extension is of a high quality. For the avoidance of doubt and to ensure that the resulting appearance of the extension is of the same high standard as outlined within the plans and documents submitted, a condition (Condition 3) is recommended, requiring the submission of material details and samples for the approval of the Local Planning Authority prior to the commencement of construction.
- 10.50 Policy DM2.1, Part A (xi) states that development should not unduly prejudice the satisfactory development or operation of adjoining land and/or the development of the surrounding area as a whole.
- 10.51 The submitted plans showed the proposed extension with an entirely blind flank frontage where it aligns with the boundary of the forecourt to the neighbouring building at no. 447-449 (The Billiard Factory) – to the north facing (side) façade. Whilst the insertion of window openings along the boundary of a site is normally undesirable, the omission of any glazing within this elevation would have resulted in a detrimental blank frontage which is highly visible in both long and short public sightlines from the north-west, and raised significant concerns with regard to ‘Secure by Design’ principles. The proposal has since been revised to incorporate two glazed windows and one brick window with vertical strip lighting along this elevation to address these concerns, ensuring that the extension provides an open and active frontage with reduced opportunity for crime. In addition, conditions 5 and 10 require that there is no obscuring of any ground floor windows and that details of lighting and security measures are submitted. Officers welcome the creation of openings in this instance, given the design considerations noted. Further, it must be noted that the impact of these openings at the boundary would be reduced when taking into consideration the common freehold ownership of the application site and the adjoining property at no. 447-449.

Impact of the proposal upon significance of designated heritage assets

- 10.52 As noted above, the application site is locally listed at Grade B; is located within the boundaries of the Mercers Road/Tavistock Terrace Conservation Area; and is located approximately 50m to the north-west of the Grade II listed Odeon Cinema at the junction of Holloway Road and Tufnell Park Road.
- 10.53 Therefore, in the determination of the application, the assessment of the proposal must consider the impact on these heritage assets in accordance with the legislation set out in Section 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which is outlined below:
- Section 66(1) provides that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- Section 72(1) provides that in the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of (amongst others) the planning Acts, special attention shall be paid to the desirability of preserving or enhancing the character.

- 10.54 The South Lakeland District Council v Secretary of State for the Environment case and the Barnwell Manor case (East Northamptonshire DC v SSCLG) establish that “preserving” means “doing no harm”.
- 10.55 The decision of the Court of Appeal in Barnwell Manor confirms that the assessment of the degree of harm to the heritage asset is a matter for the planning judgement of the decision-maker. However, where the decision-maker concludes that there would be some harm to the heritage asset, in deciding whether that harm would be outweighed by the advantages of the proposed development, the decision-maker is not free to give the harm such weight as the decision-maker thinks appropriate. Rather, Barnwell Manor establishes that a finding of harm to a heritage asset is a consideration to which the decision maker must give considerable importance and weight in carrying out the balancing exercise.
- 10.56 There is therefore a “strong presumption” against granting planning permission for development which would harm a heritage asset. In the Forge Field case the High Court explained that the presumption is a statutory one. It is not irrebuttable. It can be outweighed by material considerations powerful enough to do so. Paragraph 134 of the NPPF provides that where a development proposal will lead to less than substantial harm to the significance of the designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. A local planning authority can only properly strike the balance between harm to a heritage asset on the one hand and planning benefits on the other if it is conscious of the statutory presumption in favour of preservation and if it demonstrably applies that presumption to the proposal it is considering.
- 10.57 The case-law also establishes that even where the harm identified is less than substantial (i.e. falls within paragraph 134 of the NPPF), that harm must still be given considerable importance and weight.
- 10.58 When more than one heritage asset would be harmed by the proposed development, the decision-maker also needs to ensure that when the balancing exercise is undertaken, the cumulative effect of those several harms to individual assets is properly considered. Historic England does not suggest that the cumulative effect of the individual instances of harm identified amounts to substantial harm and officers do not consider that the total harm (i.e. the cumulative effect of the several instances of harm identified) amounts to substantial harm.

Odeon Cinema (Grade II Listed)

- 10.59 In assessing the proposals hereby under consideration, special regard has been had to the desirability of preserving the setting of the nearby Grade II listed Odeon Cinema.
- 10.60 The listing details for the cinema read as follows:

Cinema, built 1937-8 as the Gaumont by the Gaumont-British Picture Corporation in conjunction with one of their subsidiary companies, the General Theatre Corporation. Architect: C. Howard Crane (1885-1952) of Chicago. Following bomb damage in World War II, the cinema was internally reconstructed in 1958, when the architects were T.P. Bennett & Son. The auditorium block is not of special interest internally.

Buff, green, brown and black faience, with brown brick, roof of copper on the tower, but roofs over the auditorium and foyer block not seen. The building stands on a wedge-shaped site, and the description falls into four parts: a tower, rectangular in plan, on the corner of Holloway Road and Tufnell Park Road, faced with faience; a lower wing to the tower, also faced with faience, on Tufnell Park Road; a parade of shops in Holloway Road; and the main auditorium block, of brick.

EXTERIOR: Curving entrance on the corner of Tufnell Park Road and Holloway Road with a canopy over, which returns down Tufnell Park Road; tripartite window above the entrance with engaged fluted columns with palm leaf capitals and a frieze of scrolling ornament between the columns; there is a similar window on the Tufnell Park Road side of the tower, but on the Holloway Road side the window is single with the engaged columns in the reveals; original decorative metal glazing. Above this, panels edged by brown faience; the chamfered, slightly inset corners of the tower have windows with original metal glazing and vertical panels of arabesques above; frieze of three narrow recessed bands below parapet which is coped with black faience; attic comprising one low set-back with fluted frieze; second higher set-back with three blind windows to each side; entablature to top parapet; shallow hipped roof with flagpole. The lower, faience-covered wing in Tufnell Park Road has a vertical inset panel of arabesques flanked by fluted pilasters. The shops in Holloway Road are faced in faience and are interspersed with exits; frieze of green faience below the parapet and an open arcade with cornice over, fronting what was originally a terrace cafe. The shop fronts have been renewed and are not of special interest, although the overall composition of faience columns and terrace frieze is an important decorative scheme. The brick auditorium wing at the rear of the site has sparing use of faience decoration. The architectural interest of the site is concentrated in the foyer block and in the elevation to Holloway Road.

INTERIOR: Double-height galleried foyer, with a semi-circular end facing the entrance. Stair at the apsidal end with an octagonal newel-post and squat column-on-vase balusters; closed string decorated with Rinceau, brass handrails; at gallery level the walls are divided by Corinthian pilasters singly and in pairs to the sides, and Corinthian columns to the apsidal end, with bands of latticework and fluting between; valences to windows and other openings; two large panels of mirror-glass with Modern metal grills and another panel with glazing imitating the windows. Full entablature with triglyphs and paterae, modillion cornice with mutules; the plaster ceiling decoration follows a semi-circular pattern at the inner end having a broad band of fluting and a narrow band of ornament, cartouches and paterae. First floor crush hall with Corinthian pilasters, frieze of swags, fluted frieze and cornice; plaster ceiling decoration with ogee patterned ribs. The former café area has been adapted as an extra screen, but the decorative scheme is thought to survive behind the partitioning. The auditorium has been subdivided into smaller cinemas and is not of special interest.

ANALYSIS: Originally, the Gaumont was one of the most spectacular of Britain's super-cinemas; while the auditorium has been lost, its external impact is still greater than almost any other cinema, an example of trans-Atlantic bravura. Prominent in the field in the USA, C. Howard Crane designed the stupendous Fox cinemas in Detroit and St. Louis and was also amongst the team of architects and designers responsible for the Radio City Music Hall in New York. Crane was only one of two leading American cinema architects to work in Britain; Thomas Lamb's Empire, Leicester Square, has, however, been gutted. Crane was also the architect of the Earl's Court Exhibition Hall. Included for the exceptional quality of the principal elevations and foyer areas.

10.61 The significance therefore is derived from the faience and internal details and the Architect. Given the distance between the two sites (50m), and noting that the primary elevation of the Odeon Cinema is located away from the NYT site at the junction of Tufnell Park Road, it is not considered that the proposal would cause harm to the setting of the heritage asset.

Mercers Road/Tavistock Terrace Conservation Area

10.62 Special attention has also been paid the desirability of preserving or enhancing the character and appearance of the Mercers Road/Tavistock Terrace Conservation Area. A map of the CA is provided below (figure 5)



Figure 5: Conservation area

10.63 The conservation area is characterised as comprising largely commercial frontages along Holloway Road and predominantly residential side streets. The area includes an attractive range of Victorian buildings, mostly developed during the 1850s and 1860s and the relatively few buildings that have been built subsequently have generally added to the character. The significance of this conservation area appears to be held in the Victorian era commercial buildings that front Holloway Road.

10.64 As noted within the assessment above, officers do hold concerns with regard to the scale and bulk of the proposed extension, as well as its significant projection beyond the established building line. However, whilst the extension would conceal the entire ground floor façade of the front elevation, the revised proposal would ensure that many sightlines towards the historic first floor elevation (including the decorative arched window openings) are retained. This first floor façade is considered to be of greater importance and architectural quality than the ground floor elevation, and is specifically noted within the local listing description.

10.65 Overall, the bulk, scale, and depth of the front extension dominates the front elevation of the building from many public sightlines, most notably short and long public sightlines from the south-east and north-west of the site along Holloway Road. The Design and Conservation Officer considers that the concealment of the ground floor façade and the disruption of the building line cause some harm to the conservation area, and locally listed building. However, this is considered to be 'less than substantial' and should be weighed against the public benefits arising from the development. It is also recognised that the design of the proposed extension is of a high quality, which also mitigates its impact to some extent.

Benefits of the proposal and balance of identified harm

10.66 Paragraph 196 of the NPPF 2019 states:

'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

10.67 Public benefits are defined within the National Planning Practice Guidance, which advise that public benefits:

'may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework. Public benefits should flow from the proposed development. They should be of a nature of scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.'

10.68 As noted above, the proposal is considered to cause less than substantial harm to the character and appearance of the Mercers Road/Tavistock Terrace Conservation Area.

Overall public benefits (not including benefits specific to residents of the London Borough of Islington)

10.69 A number of benefits to arise from the proposal have previously been outlined within the report above. The proposal would allow for the expansion of the existing programme of services offered by the NYT from the Holloway Road site; these services and programmes would extend and support the existing use of the facility and ensure that it remains a viable use into the future. The extension would also provide for improved accessibility for mobility impaired employees and beneficiaries of the NYT. The overall public benefits of the scheme are outlined below (not an exhaustive list).

- improved inclusion programming and disability access, including the provision of a fully accessible venue as well as improved acoustic controls, quiet break out spaces, mobility lifts and Changing Spaces toilets;
- co-working spaces, including dedicated free desk space for start-up companies, within a space in the current building that cannot be used for other functions;
- additional rehearsal and workshop space for associated theatre arts companies, including Company Three, The Pappy Show, All Change Arts, Breaking Convention and others;
- increased opportunities for young people to shadow sound and lighting directors, movement choreographers, stage designers and costume designers; as well as the provision of facilities for open rehearsals for school groups to see major West End productions in development;
- increased capacity to provide evening and weekend activities, including opportunities to partner with local company Breaking Convention who operate within the Borough without a fixed venue developing programmes and mentoring young people in spoken work and performances.

Benefits specific to the London Borough of Islington

10.70 The NYT has ambitious plans for programme expansion, and the proposed extension would allow sufficient capacity to provide this from the Holloway Road building. Much of the increased capacity of the site would allow for the delivery of new and increased programmes tailored for local young people from within the London Borough of Islington. In

addition to the overall benefits outlined above, there are a number of additional benefits which are specific to residents of the Borough (not an exhaustive list):

- increased opportunities for invitations to local schools for performances and workshops with cast, tech, directors and writers as part of Islington's 11 x 11 programme;
- increased targeted disability projects and the Twilight/Evening open access programmes for local young people from the Borough;
- increased capacity to provide free Membership to Islington residents aged 14-25 (30 if learning disabled) who most need support. This includes fully bursary funded activities including participating in West End productions, national tours, international cultural exchange, creative leadership, facilitator training and employment progression opportunities, technical and backstage training, free theatre tickets and talent development workshops;
- increased opportunities to provide Social Value Contracts with creative industries working within Islington, connecting young people to successful industry companies through the teaching of skills for employment progression including work placements to align with the local textile industry at Fonthill Road;
- the Playing Up and Stepping Up programmes (a higher education programme and a programme targeting vulnerable young people who have left school without 5 GCSEs, respectively), are offered in partnership with City & Islington College and are part of a piloted programme targeted at local recruitment;
- development of an Islington based education offer in conjunction with Chickenshed Theatre for learning disabled young adults aged 19+, with recruitment targeted at local disability groups;
- increased capacity to provide programmes for children aged 11-14 (Start Up Saturdays and Start Up Half Term), 10 week long termly led ensemble training for classes of up to 25 participants. Free places within these programmes are intended to be offered for looked after children in the Borough, and bursary supported free places are to be offered to young carers via Family Action Group (an Islington based charity); and
- provision of holiday clubs for young adults with learning disabilities (14+), specifically for local residents who are easily able to travel to the venue;

10.71 Whilst the proposal is considered to cause less than substantial harm to the character and appearance of the heritage asset, the public benefits gained from the proposal as outlined above, including improvements to the accessibility of the building are significant. Officers are mindful of the statutory duty to preserve or enhance the character and appearance of the heritage assets, and place great weight on this.

10.72 It is considered that these public benefits tip the balance in favour of permission being granted, noting the great weight placed on the desire to preserve the conservation area character. The proposal is therefore considered on-balance to be acceptable in design and conservation terms, providing these public benefits are secured with suitable planning obligations within an associated Section 106 agreement.

10.73 Officers acknowledge that the public benefits gained from the proposal are exclusively linked to the use of the building by the NYT, and therefore should members resolve to grant planning permission, it is important to note the permission would not set a precedent for similar front extensions at adjoining and adjacent sites, within the Conservation Area, or across the Borough. Should the proposed front extension have been earmarked for occupancy by other users/for other uses which did not offer the benefits identified above, the less than substantial harm caused to the heritage assets would have been considered unacceptable. Given that the benefits gained from the proposal are so intrinsically linked to the continued use and occupancy of the site by the NYT, officers believe it necessary to

ensure that the extension not remain for any other purposes or by any other operator. The NYT have agreed to a planning obligation requiring the demolition of the forecourt extension and the making good of the forecourt prior to the NYT's departure of the building, should the NYT relocate in the future, or if the benefits secured by s106 agreement are no longer being provided.

- 10.74 Overall, subject to the planning obligations agreed, the proposal is considered to bring public benefits to be secured that weigh in favour of the scheme, and to outweigh the less than substantial harm caused to the conservation Mercers Road/Tavistock Terrace Conservation including the harm caused to the host building and the streetscene. The proposal therefore accords with the NPPF 2019, policies 7.4, 7.6 and 7.8 of the London Plan 2016, policy CS9 of the Islington Core Strategy 2011, and policies DM2.1 and DM2.3 of the Islington Development Management Policies (2013) and the Site Allocation NH4: 443-453 Holloway Road.

Accessibility

- 10.75 Policy 7.2 of the London Plan 2016 states development should achieve the highest standards of accessible and inclusive design, ensuring that developments can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances. Further, policy DM2.2 of the Development Management Policies 2013 seeks all new developments to demonstrate inclusive design. The principles of inclusive and accessible design have been adopted in the design of this development in accordance with the above policies.
- 10.76 The existing building incorporates a raised ground floor level which is significantly higher than the external ground level, with steep steps providing access to the building. The proposal seeks to enhance the level of accessibility to the building, through the provision of a level entrance pavilion and studio, and internal upgrades including the installation of a platform lift to provide wheelchair access to the primary ground floor level. The proposal represents improvements to the accessibility of the building and would provide enhanced opportunities for mobility impaired users.
- 10.77 Specifically, the primary benefit of the proposal for wheelchair users and differently abled persons is the provision of an accessible studio space, as well as the installation of an internal chair lift to provide access to the raised primary ground floor level. Further, the proposed reception area would be large enough to allow circulation and manoeuvre space for wheelchair users to be served at the reception desk as well as wait without obstructing the main entrance, and would also allow for the provision of seating for the benefit of ambulant disabled people. The reception desk has also been designed to be suitable for use by disabled employees of the NYT.
- 10.78 The accessibility improvements included as part of the proposal would allow for greater access to the NYT programme for beneficiaries who are disabled or mobility impaired. The expanded programme offerings are outlined within paragraphs 10.67 and 10.68 of this report.
- 10.79 Overall, the officers consider that the proposal would represent significant improvement with regards to accessibility to the site. However, the Inclusive Design Officer has also requested that a number of additional items/improvements are secured via condition (recommended **Condition 9**). The condition requires:
- that the reception desk contains sections of varying heights to allow for interaction with wheelchair users;
 - that a baby changing facility is provided;

- that the proposed cycle parking includes provision for accessible parking;
- that the facility provides at least 1 mobility scooter charging point.
- A changing area that is large enough; and
- The provision of the proposed platform lift.

- 10.80 The Inclusive Design officer has also requested that the applicant enters into an arrangement with the owner of the neighbouring property to allow the use of the driveway to the side of the building as a drop off and pick up area for wheelchair users. The applicant has advised that they foresee difficulties in delivering this, but have agreed to the financial contribution of £2,000 towards the creation of an on-street wheelchair accessible parking bay in the vicinity of the site. In the event of opposition to amending the traffic management order, the contribution would be used towards accessible transport initiatives to increase the accessibility of the area for people with mobility and sensory impairments.
- 10.81 A condition has also been included (**Condition 8**) requiring the submission of a means of escape management plan for the approval of the Local Planning Authority prior to the first occupation of the development.
- 10.82 Overall, the proposal represents significant inclusive design improvements to the building, including the provision of a new level access studio and internal upgrades to allow access to the existing raised ground floor level. Subject to the above recommended conditions and legal agreement, the proposal is considered to comply with policy 7.2 of the London Plan 2016, policy CS12 of the Islington Core Strategy 2011, and policy DM2.2 of the Islington Development Management Policies 2013.

Neighbouring Amenity

- 10.83 Policy 7.6 of the London Plan 2016 requires buildings and structures not to cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy and overshadowing, in particular. Policy DM2.1 of the Development Management Policies 2013 states that development should not have an adverse impact on neighbouring amenity in terms of noise disturbance, overshadowing, overlooking, privacy, sunlight and day light receipt, over-dominance, sense of enclosure and outlook.
- 10.84 The application site adjoins The Billiard Factory (no. 447-449) to the north and west. As this is a commercial site, the consideration of the impact upon amenity in this instance is limited. However, it is noted that the neighbouring properties to the south of the site (nos. 429A-429P) are residential in use.

Impact upon the Billiards Factory

- 10.85 The proposed pavilion extension would project approximately 6.3 metres beyond the front building line of the Billiards Factory, and would have a height of 4.2m along this boundary. It would therefore be within close proximity to the front ground floor window openings of the site. The extension would result in reduced outlook and access to sunlight and daylight at the ground floor units of the building. The window within the northern flank elevation of the extension would also allow opportunities for increased overlooking between the sites. However, as noted above, the Billiards Factory is subject to sole commercial use, and therefore the impact upon amenity is not considered to warrant a reason for the refusal of the application in this instance. This impact is also lessened when taking into consideration the common freehold ownership of the two sites.

Impact upon residential properties at nos. 429A-429P

- 10.86 The proposed forecourt extension would have a height of 4.9 metres and depth of 11.5 metres at the elevation closest to the nearest residential property at no. 429P. Specifically, the extension would be located 9.5 metres to the north-east of the closest ground floor residential window opening and 7 metres from the closest first floor window opening (however it is noted that this opening sits taller than the roof of the proposed extension). Given that it sits largely to the north of, and is a sufficient distance from, the closest habitable room windows at no. 429P, it is not considered that it would cause undue harm to the level of amenity afforded to residents of this property with regard to outlook, overshadowing, over-dominance, sense of enclosure, or access to sunlight and daylight.
- 10.87 The proposed extension would also incorporate glazed window openings with the flank elevation closest to the residential dwellings (the nearest opening would be approximately 10.5 metres separating distance from the closest ground floor window opening at no. 429P). These window openings would afford oblique sightlines from the proposed reception block towards the neighbouring properties. However, the impact of this is not considered to warrant a reason for the refusal of the application, when taking into consideration the location of the existing residential windows within a street-facing elevation and the resulting closer public sightlines offered from the public pavement towards these windows.
- 10.88 Whilst the proposal would not result in a change of use of the building, it is noted that it would allow for an increased concentration of use of the established D1 use. The proposed Studio 7 would significantly increase the presence of the D1 use within the streetscene, however officers note that it would be set adjacent to The Billiard Factory and away from the nearest residential receivers to the south of the site. The reception area is to be staffed at all times, and is considered unlikely to result in increased noise disturbance. However, due to the proximity of the two uses and likelihood of increased evening use an operational management plan would be sought from the NYT prior to first use of the entrance extension, setting out how visitors and staff will be directed to leave quietly and respect neighbours (condition 10). noise disturbance that would cause undue harm to neighbouring residential occupiers.

Conclusion

- 10.89 The proposed forecourt extension is not considered to result in undue harm to the levels of amenity afforded to nearby residential occupiers. The application is therefore considered to be acceptable with regard to neighbouring amenity, and accords with Policy 7.6 of the London Plan 2016 and Policy DM2.1 of the Development Management Policies 2013.

Trees

- 10.90 Policy DM6.5 of the Development Management Policies 2013 stipulates that developments must protect, contribute to and enhance the landscape, biodiversity value and growing conditions of the development site and surrounding area, including protecting connectivity between habitats. Specifically, Part B (i) and (ii) of the policy state that:
- (i) *'Developments are required to minimise any impacts on trees, shrubs and other significant vegetation. Any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits, must be agreed with the council and suitably reprovided. Developments within proximity of existing trees are required to provide protection from any*

damage during development. Where on-site re-provision is not possible, a financial contribution of the full cost of appropriate re-provision will be required.

(ii) The council will refuse any permission or consent for the removal of protected trees (TPO trees, and trees within a conservation area) and for the proposals that would have a detrimental impact on the health of protected trees.'

- 10.91 There are 2no. mature street trees at the public pavement adjoining the front of the site, including a Norway Maple and a London Plan tree. These trees are to be retained, however, they are within very close proximity to the proposed extension, and the development would encroach into the Root Protection Area (RPA) of both trees. The applicant has submitted an Arboricultural Impact Assessment & Outline Method Statement, as well as a Tree Constraints Plan as part of the application, which have been assessed by the Council's Tree Officer. Transport for London (the owner of the trees) has also provided comment.
- 10.92 As part of the Arboricultural Impact Assessment, a trench of 0.5m in depth was excavated by hand an air-spade adjacent to the property boundary along Holloway Road. Whilst the foundations for the proposed extension encroach into the circular representation of the TPAs to Trees 1 and 2, no significant growth was located beneath the application site (this mainly consisted of roots up to 5mm thick, with one root of 20mm diameter). Taking into consideration the above, the foundations for the proposed extension will be deep pad foundations under pier locations with a ground beam spanning between the pads. These have been designed around the roots to minimise root damage following the completion of the root investigation works.
- 10.93 Transport for London, the owner of the trees, does not object to the proposal. They advise that should the development involve the removal or pruning of a TfL tree in order to facilitate the construction of the extension, this would need approval from TfL prior to construction commencing.
- 10.94 The Council's tree officer has reviewed the submitted information and notes that tree root growth is limited into the development area, and that the proposed foundation design (pile/pad and beam) will also lessen any potential harm to tree roots. As such, no further concerns with regard to this have been raised subject to the inclusion of a recommended tree protection condition (Condition 4) and submission of a final tree protection plan including foundation design.
- 10.95 The tree officer previously raised concern regarding the placement of the proposed extension beneath the canopy of both Trees 1 and 2, which would generally be expected to add post development pressure for significant tree pruning of the overhanging tree crown (or request for removal). Specifically, once a structure such as that proposed is permitted underneath a mature tree, the relationship between the tree and its surroundings is fundamentally changed. The seasonal nuisance and occasional branch loss associated with living trees may become unacceptable. A branch landing on the roof of the structure and leaf blocked gutters are examples of conflict that is uninvited. In addition, twig abscission can also be significant and would be a nuisance in respect of falling on the ground/guttering of the proposed extension.
- 10.96 As discussed above, the application has been revised to reduce the overall height of the extension by up to 1 metre. This would also improve the relationship between the addition and the canopies of Trees 1 and 2. The tree officer notes that the reduction in height would result in only minimal selective pruning works occurring to the trees in order to physically construct the building. However, he does still maintain that branch encroachment, seasonal debris etc. would likely still be an issue that may be problematic

to the building in the future. Despite this, the tree officer notes that this in itself would not be sufficient to warrant a reason for the refusal of the application. Overall, he considers that the likely pruning to occur in the future is not likely to significantly harm the trees, especially given the lack of concern raised by tree owner's (TfL) with regard to the impact of the proposed development upon the trees.

- 10.97 Overall, the proposal would not involve the removal of the two protected TfL-owned street trees, and the information submitted demonstrates that the extension would not cause such harm to the health or future maintenance of the trees as to warrant a reason for the refusal of the application in this instance. The Council's Tree Officer therefore does not object to the proposal, subject to the inclusion of a condition requiring the submission of a tree protection scheme including a Tree Protection Plan for the approval of the Local Planning Authority prior to the commencement of development. Overall, the proposal is considered to be acceptable and accords with policy DM6.5 of the Development Management Policies 2013.

Highways and Transportation

- 10.98 The site is located along the south-western side of the A1 (Holloway Road), which forms part of the Transport for London Road Network and is a principal north-south route within Central London. The site has a very good Public Transport Accessibility Level (PTAL) of 5, with a number of bus stops and railway stations within walking distance. The existing building contains a number of car parking spaces and servicing area within the front forecourt. The proposal would result in the loss of the existing car parking area.
- 10.99 The proposed entrance to the extension, which would act as the primary public entrance to the NYT site, would be located along the south-eastern flank elevation of the proposed extension where it fronts the access drive for the neighbouring property and faces the wide public pavement.

Pedestrian Access

- 10.100 Core Strategy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. Furthermore, in line with policies DM2.1 (Design) Part A and DM2.2 (Inclusive design), new developments should be safe for pedestrians.
- 10.101 The PTAL of the site maximises the opportunity for visitors and employees to walk all or part of their trips to the site. Whilst the Council would prefer to see street-facing entrances to buildings, it is acknowledged that the intensity of the use of the building presents additional constraints in this instance. The proposed entrance faces the predominant approach from Finsbury Park and Holloway Road Underground Stations, and would allow safe egress onto the generously sized pavement to the south of the site. Specifically, the side access allows for the safer entrance and egress for managing groups of young people, off of the public footpath and away from the traffic of Holloway Road. This has been accepted by the Council's Inclusive Design officer.

Cycle Access and Parking

- 10.102 Policy DM8.4 (Walking and cycling) Part C of the Development Management Policies 2013 requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. Additionally, Policy CS10 (Sustainable design) Part H of the Core Strategy 2011 seeks to maximise opportunities for cycling. The expected provision of cycle parking is outlined within Appendix 6 of the Development Management Policies 2013, which outlines that 1 cycle space per 50 sqm of

floorspace should be provided for theatre facilities. In this instance, this would be applicable to the uplift only, and therefore 3no. cycle parking spaces are required.

- 10.103 At present, no cycle parking is provided within the existing site. The application proposes the creation of 10no. parking spaces at the rear of the site, which is a welcomed addition. However, the location of the cycle parking spaces as outlined on the plan falls outside of the red site line (it is, however, located within the blue line to represent common ownership). This is not considered to be a reason for the refusal of the application given the constraints of the site, however a condition has been included requiring the applicant submit details demonstrating the provision of at least 3no. cycle spaces accessible from within the site prior to the first occupation of the approved extension.

Vehicle Parking

- 10.104 Islington operations car-free policies. For non-residential development, Policy DM8.5 Part B states that parking will only be permitted where this is essential for operational requirements and integral to the nature of the business/service (such as car hire or storage/distribution use). Normal staff parking will not be permitted. No objection is held to the loss of existing car parking within the forecourt of the building. Further, the development does not propose any car parking as part of the proposal, in accordance with Policy CS10H of the Core Strategy 2011, which requires car free development.
- 10.105 Details regarding accessible parking are discussed within the Accessibility section of this report.

Refuse and Recycling

- 10.106 The application proposes an increase of D1 floorspace of approximately 140 sqm, which would equate to an uplift above existing of approximately 7%. It is therefore not considered that the development would result in a significant increase in refuse and recycling storage and collection requirements. For the avoidance of doubt, a condition has been recommended (Condition 7) to ensure that all refuse and recycling facilities provided fit current and future collection practices and targets and that these are accessible to all in accordance with Policy CS11 of the Core Strategy 2011.

Servicing and Deliveries

- 10.107 Little information has been provided as part of the application with regard to servicing and deliveries, other than noting that the existing arrangements would be retained (access gained through the gated shared access route to the south of the site). As noted above, the proposal includes a 7% uplift of D1 floorspace. It is therefore not considered that it would result in a significant increase in servicing and delivery requirements, and this does not warrant a reason for the refusal of the application.

Planning Obligations, Community Infrastructure Levy and local finance considerations

- 10.108 Islington's CIL Regulation 123 infrastructure list specifically excludes measures that are required in order to mitigate the direct impacts of a particular development. This means that the measures required to mitigate the negative impacts of this development in terms of lack of accessible parking spaces and local accessibility cannot be funded through Islington's CIL. Separate contributions are therefore needed to pay for the necessary accessible transport and local accessibility investment required to ensure that the development does not cause unacceptable impacts on the local area.

10.109 None of the financial contributions included in the heads of terms represent general infrastructure, so the pooling limit does not apply. Furthermore, none of the contributions represent items for which five or more previous contributions have been secured.

10.110 The following summary Heads of Terms are to be secured (and have been agreed by the applicant) in order to mitigate the impacts of this development and make it acceptable in planning terms:

Minimum commitments of the NYT.

10.111 These minimum commitments are set out in recommendation A of Appendix 1. They cover existing and proposed expanded services to be provided to local people, with some particular targeted provision to Islington residents free opportunities.

10.112 The commitments include the requirement to invite to join the NYT Trustee Board the Islington Council Executive Member for Children, Young People & Families (or replacement titled Executive Member) as an observer to facilitate a close understanding of the Charity by LBI representatives and a close understanding of Islington priorities in turn by NYT and additionally facilitate an ease of communication and greater collaboration going forwards.

10.113 Commitment that where the detailed heads of terms refer to 'local' it includes Islington residents. The NYT additionally commit to discussing and agreeing with the Director of Employment Skills and Culture (Andrea Stark or any possible replacement in the future) and her team mechanisms to prioritise Islington residents securing places on NYT programmes generally and to meet the agreed quotas year on year, for inclusion into this s106 agreement.

Demolition of the front extension

10.114 This obligation recognises that the (finely balanced) officer support for the front extension is predicated on the provision of the ongoing operations of the NYT at the site, and the minimum commitments to be secured in an associated s106 legal agreement. The specific benefits being provided and to be provided by the NYT are an absolute requirement for ongoing justification for a front extension into the public realm that is identified to cause harm to the conservation area, locally listed building and streetscene generally.

10.115 As such, the applicant has agreed to a head of term that secures the demolition of the front extension in the event that the NYT vacate the building, sell the leasehold or make a formal decision to discontinue the provision of the minimum commitments of the NYT (secured by legal agreement). This is considered necessary in order to ensure that there is an ongoing public benefit that will continue to outweigh the harm to heritage assets and to depart from the requirements of policy DM2.1 regarding ensuring that development respects established building lines as identified in this assessment caused by the scale of front extension. This provision (demolition) and the others sought are considered to meet the statutory tests being:

- i) necessary to make the development acceptable in planning terms;
- ii) directly related to the development; and
- iii) fairly and reasonably related in scale and kind to the development.

Accessible Transport contribution

10.116 Accessible transport (wheelchair accessible parking bay contribution of £2,000) towards the creation of an on-street accessible parking bay, or alternative accessible arrangements. This is secured due to the proposals intention to increase the provision for all users and lack of current wheelchair accessible parking facilities nor opportunities for drop off at the site. This is a site specific obligation.

11. SUMMARY AND CONCLUSION

Summary

11.1 A summary of the proposal is set out at section 4 of this report.

Conclusion

11.2 It is recommended that planning permission be granted subject to conditions and planning obligations as set out in Appendix 1 – RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

The following Heads of Terms are to be secured:

A. Minimum Commitments for NYT:

1. To invite to join the NYT Trustee Board the Islington Council Executive Member for Children, Young People & Families (or replacement titled Executive Member) as an observer to facilitate a close understanding of the Charity by LBI representatives and a close understanding of Islington priorities in turn by NYT and additionally facilitate an ease of communication and greater collaboration going forwards.
2. Commitment that where the below heads of terms refer to 'local' it includes Islington residents. The NYT commit to discussing and agreeing with the Director of Employment Skills and Culture (Andrea Stark) and her team the best approaches to prioritise Islington residents securing NYT programmes generally and to meet the below agreed quotas year on year (in conjunction with the above head of term 1) for inclusion into the final s106 agreement.
3. 1 x Level 3 Accredited Course per academic year, lasting nine months with 3 days per week of **free** Education and Training (prioritised to an LBI resident). Total offer of places is for up to 26 NEET (not in Education, Employment or Training) local young people between the ages of 19-25.
4. 2 x Level 2 Accredited Courses per academic year (prioritised to Islington residents), each lasting up to 12 weeks with 2 days per week of **free** Education and Training for up to 14 local NEET (not in Education, Employment or Training) young people per course who are between the ages of 19 – 25.

Note: The Level 2 Course targets those who left school without achieving 5 GCSE's.

5. Participation in LBI led Cultural Enrichment Programmes for LBI Children and Young People including 11 x 11 and 100 x 16 offering cultural opportunity free to LBI Schools and bespoke activity targeting the needs identified by the Cultural Leaders Strategy Group led by LBI and the LBI Teacher CPD Programmes. This includes:
 - a) a minimum of three free ticket opportunities to show performances run by the NYT (usually paid tickets) to Islington Schools per year
 - b) bespoke work experience programmes and Employability Workshops or Talks for Islington Schools.

(a and b - benefitting School Aged Pupils ages 9-18 x 120 minimum participants).

6. A minimum of 2 x Teacher CPD Events for Islington Teachers per year, free to teachers and schools. Twilight or half day sessions, benefitting a minimum of 25 Teachers each.
7. 6 x Audition Days (£46) and 6 x Backstage Interview Days (£39) per year free to LBI residents under the age of 25 through The NYT Islington Pledge targeting young people from a working class background, EHCP learners, those qualifying for free school meals, those in care or care leavers, those with a declared disability, 'estranged students' and

those eligible for Pupil Premium intending to benefit a minimum of 30 LBI residents annually. Each last a full day.

8. 3 x Careers and Creative Arts Sector Employability Open Events per year, each x 1 half day and targeting up to 50 local young people under the age of 25 who are NEET, school leavers. Free to attend for LBI Residents.
9. Programmes for Pupils with SEN to be delivered on site to include work experience opportunities, workshops, after school and holiday based workshops and events for up to 15 young participants under the age of 19 up to 3 times per year. Free to participants. NYT commit to working with LBI Teams to prioritise LBI resident attendance.
10. The National Youth Theatre REP company training offering 16 young people under the age of 25 a free alternative to Drama School Training. Lasting Ten to Twelve months as a full time free programme, the participants benefit from 40 hours of Training per week for an Academic Year including participation in 3 x Professional Productions to public audiences. Auditions, usually fee paying (£46), will be free to Islington Residents.
11. Employability Workshops and Careers Open Evening Events targeting local residents providing information about careers in the creative industries, including costume design, writing for stage, theatre directing, production, acting and technical backstage roles. X 3 per year each targeting a minimum of 30 local young people and their parents/carers/representatives as appropriate, free to Islington Residents. NYT commit to working with LBI Teams to prioritise LBI resident attendance.
12. Performances, Talks and Workshops for Islington Schools x 12 per year each targeting classes of up to 30 pupil participants and teaching staff, c.12 in the case of SEN Schools. Free to attendees and supporting aspects of the School Curriculum including literature, drama and Physical Education (movement).
13. 12 Free Creative Co-Working Spaces – targeting young local creative start up companies wishing to develop a specialism in Theatre and the Creative Industries, in production, writing or performing. 6 x LBI creative practitioners under 25 to be awarded free workspace for a start up year.
14. Work Experience for Islington Students and Islington SEN Pupils including:
 - a) 6 x week or part week placements per year for pupils under the age of 19; and
 - b) 10 x Work Exposure opportunities for x 10 Pupils under the age of 19.
15. Evening and Weekend Drop In Programmes and Participatory Talks or Events 3 x per year targeting local young people under the age of 25. Each event lasting 2-3 hours. Free to attend. NYT commit to working with LBI Teams to prioritise Islington residents into these events.
16. 6 x Courses per year in the Start Up Saturday programme, offering theatre practical training in ensemble practice to local 11-14 year olds. The Start Up Saturday Programme runs termly for 10 weeks on a Saturday afternoon or morning. These courses are paid, accommodating up to 24 participants each at a cost of £259. 2 x places per course totalling 12 per year on the weekly programme will be offered free to LBI residents who are 'looked after children' or formerly looked after.

Additionally, NYT Bursaries are available to enable fee waivers to LBI residents from a working class background as per NYT's bursary policy.
17. Start Up Weeks – Week long programmes during School Holidays and Half Terms. 3 x per year, each accommodating up to a maximum of 24 (depending on the needs of the cohort). Targeting young people ages 11-14 and local young people with Special Educational Needs up to 19. These courses are paid for (normally £329) but 2 x places per course will be offered free to LBI Residents with additional needs or 'looked after children' totalling 6 x free weeks per year.

18. Public Events Programme – targeting local young people to participate in open workshops x 3 per year each lasting 2-3 hours for minimum of 30 beneficiaries (90) under the age of 26, free to attend.

B. Demolition of the front extension in the event that the NYT dispose of or vacate the premises or discontinue the programme of benefits for Islington residents. Timescale for this process to be completed within [timescale to be agreed and updated to Sub-Committee] from the date of disposal /vacation of the site or discontinuance of the provision of benefits secured in the legal agreement. The timescale to be agreed shall include a provision to secure approvals for reinstating the front forecourt and make good the interventions to the locally listed building.

C. Accessible transport (wheelchair accessible parking bay contribution of £2,000) towards the creation of an on-street accessible parking bay, or alternative accessible arrangements.

That, should the **Section 106** Deed of Planning Obligation not be completed within a reasonable timeframe from the date of the Committee (in the event of resolution to grant) the Service Director, Planning and Development or Head of Service – Development Management may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

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

RECOMMENDATION B

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

List of Conditions:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list
	<p>CONDITION: The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>Site Location Plan 284_P20.101 rev 1; -P10.111; -P10.101; -P10.110; -P10.112; -P10.113; -P10.114; -P10.200; -P10.300; -P20.110; -P20.111 rev 1; -P20.112 rev 1; -P20.113 rev 1; -P20.114 rev 1; -P30.100 rev 1; -P40.100 rev 1; -20.300; -20.301; -20.302; -20.303; -20.304; Arboricultural Impact Assessment & Outline Method Statement prepared by Arboricultural Solution, rev 2 December 2019; Design and Access Statement prepared by DSDHA rev B December 2019; Planning Response Document prepared by DSDHA November 2019; Platform Lift details; Noise Impact Assessment prepared by Sound Space Vision, 3 July 2019; Drainage Information.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>
3	Materials (Details)
	<p>MATERIALS (DETAILS): Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details and samples shall include:</p> <ol style="list-style-type: none">Solid brickwork (including brick panels and mortar courses)Glazed brickRender (including colour, texture and method of application);Window and door treatment (including sections and reveals);Roofing materials;Hard landscaping including Pavers to front forecourt;green procurement plan;any other materials to be used. <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Tree Protection
	<p>TREE PROTECTION (COMPLIANCE) CONDITION: The protection of the retained trees shall be carried out in accordance with BS 5837:2012 and the hereby approved tree protection plan(s) (TPP) and arboricultural method statement (AMS).</p>

	<p>The development thereafter shall be implemented in strict accordance with the approved details.</p> <p>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.</p>
5	ACTIVE GROUND FLOOR FRONTAGES
	<p>NO OBSCURING OF GROUND FLOOR WINDOWS (COMPLIANCE) CONDITION: The window glass of all ground floor windows shall not be painted, tinted or otherwise obscured and no furniture or fixings which may obscure visibility above a height of 1.4m above finished floor level be placed within 2.0m of the inside of the window glass.</p> <p>REASON: In the interest of securing passive surveillance of the street, an appropriate street frontage appearance and preventing the creation of dead/inactive frontages.</p>
6	CYCLE PARKING (DETAILS)
	<p>CYCLE PARKING PROVISION (DETAILS) CONDITION: Details of the layout, design and appearance (shown in context) of the bicycle storage area(s) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing onsite. The storage shall be covered, secure and provide for no less than 10 cycle spaces.</p> <p>The bicycle storage area(s) shall be provided strictly in accordance with the details so approved, provided/erected prior to the first occupation of the development, and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
7	REFUSE/RECYCLING (COMPLIANCE)
	<p>REFUSE/RECYCLING PROVIDED (COMPLIANCE): A dedicated refuse / recycling enclosure(s) shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
8	FIRE SAFETY STRATEGY (DETAILS)
	<p>FIRE SAFETY STRATEGY (DETAILS) CONDITION: Prior to commencement of the development hereby approved, a revised Fire Safety Strategy shall be submitted to and approved in writing by the Local Authority.</p> <p>The Fire Safety Strategy must demonstrate to the satisfaction of the local planning authority that the proposal is capable of providing adequate Fire Brigade access to the building (with reference to Approved Document B, volume 2 or relevant code of practice). The arrangements for Fire Brigade access to the building must be acceptable to the Fire Brigade (such as the installation of a sprinkler system within the</p>

	<p>building).</p> <p>The development shall be carried out in accordance with the Fire Safety Strategy approved under this condition and shall be maintained as such thereafter.</p> <p>REASON: To ensure appropriate fire safety measures, in particular adequate access for Fire Brigade appliances.</p>
9	INCLUSIVE DESIGN (COMPLIANCE)
	<p>INCLUSIVE DESIGN (COMPLIANCE) CONDITION: The development shall be designed in accordance with the principles of Inclusive Design. To achieve this the development shall incorporate/install:</p> <ul style="list-style-type: none"> a) A reception desk that contains section of varying heights to allow for interaction with wheelchair users; b) The provision of a baby changing facility; c) Provision of accessible cycle parking; d) Provision of at least 1 mobility scooter charging point; e) Paving stones with a level difference between paving units/at joints of no greater than 5mm with joints filled flush or if recessed, no deeper than 5mm and no wider than 100mm; f) A changing place that is at least 4x3m in size; and g) Ground floor platform lift in line with details hereby approved. <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
10	OPERATIONAL MANAGEMENT PLAN (DETAILS)
	<p>OPERATIONAL MANAGEMENT PLAN (DETAILS) CONDITION: Prior to the commencement of the use of the extension hereby approved an Operational Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Operational Management Plan shall include the following details:</p> <ul style="list-style-type: none"> - Hours of operation; - Management of crowds inside and outside the building before and after performances, events and classes; and - Management of queues inside and outside the building. <p>REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.</p>
12.	CCTV AND LIGHTING (DETAILS)
	<p>CCTV AND LIGHTING (DETAILS) CONDITION: Details of site-wide general security measures, including specific details with regard to the north facing (side) elevation adjacent to 447 Holloway Road, shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development. The details shall relate to:</p> <ul style="list-style-type: none"> a) CCTV; b) general lighting; and/or c) security lighting <p>The details shall include the location and full specification of: all lamps; light</p>

<p>levels/spill; cameras (detailing view paths); lamps and support structures</p> <p>The general security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that the any resulting general or security lighting and CCTV cameras are appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the building.</p>
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List of Informatives:

1	Community infrastructure Levy (CIL)
	<p>CIL Informative: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London’s Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London’s CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development. Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/</p>
2	Other Legislation
	<p>You are advised that the planning permission hereby approved would be subject to fully complying with other legislation outside the realms of the planning regulations including licensing, environmental acts, building control and fire safety regulations.</p>
3.	TFL ROAD NETWORK
	<p>The footway and carriageway on (A1) Holloway Road must not be blocked during the construction of the proposed development. Temporary obstructions during the construction must be kept to a minimum and should not encroach on the clear space needed to provide safe passage for pedestrians or obstruct the flow of traffic on (A1) Holloway Road.</p> <p>All vehicles associated with the construction of the proposed development must only park/stop at permitted locations and within the time periods permitted by existing on-street restrictions.</p> <p>No skips or construction materials shall be kept on the footway or carriageway on the TLRN at any time.</p> <p>TfL seeks to protect and enhance the natural environment, including trees, planted areas and grassed areas which make up the green estate on the TfL Road Network. If the development involves the removal or pruning of a tree which is an asset of TfL, in order to facilitate the construction of the development, this will need approval from TfL prior to construction commencing.</p>

4.	TREES
	The following British Standards should be adhered to: a. BS:3998:2010 Tree work – Recommendations b. BS:5837 (2012) Trees in relation to demolition, design and construction - Recommendations.

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 and Planning Policy Guidance (PPG) seek to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF and PPG are material considerations and have been taken into account as part of the assessment of these proposals.

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
 - Policy 3.16 – Protection and enhancement of social infrastructure
 - Policy 4.6 – Support for and enhancement of arts, culture, sport and entertainment
 - Policy 5.3 – Sustainable design and construction
 - Policy 6.9 – Cycling
 - Policy 6.10 – Walking
 - Policy 7.2 – An inclusive environment
 - Policy 7.4 – Local Character
 - Policy 7.6 – Architecture
 - Policy 7.8 – Heritage assets and archaeology
- b. **Islington Core Strategy 2011**
 - Policy CS3 – Nag's Head and Upper Holloway Road
 - Policy CS9 – Protecting and enhancing Islington's built and historic environment
 - Policy CS10 – Sustainable design
- c. **Development Management Policies June 2013**
 - Policy DM2.1 – Design
 - Policy DM2.2 – Inclusive design
 - Policy DM2.3 – Heritage
 - Policy DM4.12 – Social and strategic infrastructure and cultural facilities
 - Policy DM6.5 – Landscaping, trees and biodiversity
 - Policy DM7.1 – Sustainable design and construction
 - Policy DM8.2 – Managing transport impacts
 - Policy DM8.3 – Public transport
 - Policy DM8.4 – Walking and cycling
 - Policy DM8.5 – Vehicle parking
 - Policy DM8.6 – Delivery and servicing for new developments
 - Appendix 6 – Cycling
- d. **Site Allocations June 2013**
 - NH4: 443-453 Holloway Road

3. Designations

- Core Strategy Key Area – Nags Head & Upper Holloway Road
- Locally Listed Building (Grade B)
- Cycle Route (Strategic)
- Site Allocation – NH4: 443-445 Holloway Road
- Transport for London Road Network/Rail Land Ownership – TfL Surface
- Article 4 Direction (A1 to A2)
- Article 4 Direction (B1(c) to C3)
- Employment Growth Area – Holloway Road North

4. SPD/SPGS

- Urban Design Guide 2017
- Conservation Area Design Guidelines

APPENDIX 3

National Youth Theatre, Production House for Young People, Holloway Road

This document sets out the current and planned additional programmes and activities of the charity, National Youth Theatre (NYT), that delivers public benefit to Islington Residents, specifically via services for children and young people aged 11-25, our target beneficiaries. **NYT wants to do more for young people. Whether vulnerable, at risk groups, or further accreditation leading to confidence, life skills and employability, NYT is continually developing further programmes to the benefit of children and young people in direct dialogue with our service commissioners including Candy Holder and Andrea Stark for LBI.**

The planned reconfiguration and expansion of the NYT building will enable the below additional services to be delivered. As set out in our previous documents this is however not a simple case of 'additionality'; without planning permission to expand, the full range of charitable programmes and services delivered by NYT (including those that are currently being delivered) will be lost as direct benefits to the residents of Islington. Without the extension NYT will be forced to relocate premises, very likely outside of Islington to enable the planned expansion of our charitable services.

The building reconfiguration and extension will enable disability access and equality of access to all our programmes, a key requirement for the future of NYT. Equally the reconfiguration and extension will enable NYT to enhance the volume, range and regularity of our current programme doubling access to some courses and allowing the introduction of new programmes.

Accredited Access Courses for vulnerable young adults, NEET's (Young People Not in Employment, Education or Training):

Playing Up: For over 11 years NYT has been delivering vital and immensely successful Access Courses to Higher Education for young adults who are not in Education, Employment or Training. These programmes began life in partnership with Clean Break Theatre, to offer a restorative, confidence building lifeline for young offenders leaving Youth Offenders Institutes. **Playing Up** is a Level 3 Access to Higher Education Course, accredited by OCN (Open College Network) the Accreditation Assessment Body for Access courses in London and are delivered in partnership with City & Islington College for up to 26 participants per year.

Stepping Up is a new Level 2, OCN Accredited course targeting the ever more vulnerable young adults who have left school without 5 GCSE's and now at 19-25 years old have limited opportunities for further education or employment specific training. In partnership with City & Islington College, NYT have piloted targeted local recruitment with Pupil Referral Units (PRU's), Social Services, Youth Offending Institutes, Family Action and Young Carers. Stepping UP and Playing UP target the most vulnerable, at risk young adults, often those with multiple barriers to progression in education or employment and often with associated disability, addiction, mental health challenges or similar life challenges including homelessness or those with refugee status.

As the sole arts led charity provider of Level 2 Access Courses in the Borough, the new planned studio capacity is essential to enable the additional two Stepping Up cohorts for up to 28 pupils to benefit from Level 2 Training with NYT and for the Stepping Up Programme to become a firm fixture in the NYT calendar. The intended planned progression from Stepping Up (Level 2)

through to Playing Up (Level 3) will enable life-changing benefits for local young people. At the end of the academic year programme, Playing Up Students work with a professional Director and Writer for a commissioned text to produce a play for public audiences. In 2020 the Playing Up show will be presented in Islington, at the Pleasance Theatre, driving local audiences and awareness and encouraging applications to potential participants for future years. NYT Playing Up and Stepping Up programmes directly tackle inequality, levelling opportunity to a fairer playing field for employability and skills development and offer a unique lifeline for those young people from the most challenging backgrounds whether constrained by class, disability, homelessness, addiction, crime or mental health, young people report NYT as life changing.

Special Educational Needs (SEN) Schools Partnerships, supporting LBI's disabled young children and adults to achieve their potential:

NYT partner with Islington SEN School, Samuel Rhodes for 11-19 year old EHCP (those with an Education, Health and Care Plan) Learners. NYT have contracted a 3 year programme with Samuel Rhodes beginning in 2019/20, with funding support from the GLA, to deliver a whole school partnership directly working with every pupil, an after school in depth skills club for up to 36 pupils, and inclusive workshops alongside a work experience programme for disabled pupils where NYT are hosting work placements and supporting student placement matching students to host venues and companies via our networks. This cannot happen on site at NYT on Holloway Road without the addition of our planned new spaces and accessible entrance. SEN pupil registers are continually increasing and with limited suitable and alternative school based venues, our partnership would be severely restricted without the dedicated proposed new studio spaces and access.

The NYT building is not currently fit for purpose to host a visiting class exclusively of young people with disability and their support teams given limited access, the current physically hostile arrival experience, lack of acoustic separation and the pressures on existing spaces. The planned Studios 6 and 7 are directly designed to enable support staff to observe SEN pupils and to be fully accessible spaces, with neighbouring break out space. Without the planned extension this work would be impossible to deliver on site at Holloway Road. The NYT architectural design brief specifically requires a welcoming entrance and studio facilities that can accommodate multiple users with disability or reduced mobility at any given time.

LBI Cultural Enrichment Programme, Borough wide Services for Schools and Teachers:

NYT were one of the first organisations recruited by Andrea Stark and her team in the Directorate for Employment, Skills and Culture to sign up to the Policy Pledge for Islington's 11 x 11 programme, whereby children and young people in the borough experience 11 quality cultural experiences by the end of Year 11. NYT have created bespoke offers for schools including School Assembly Talks, Free Theatre Tickets, CPD programmes for Teachers, Invitations to open rehearsals timed to suit the needs of the school and free tickets to Relaxed Performances suitable for those on the autism spectrum or with a learning disability. The NYT aim is to make it simple for teachers to incorporate cultural enrichment into the core curriculum through a flexible offer and menu of opportunities. In September NYT hosted the Teacher CPD Event for the LBI Schools Cultural Leads hosting over 40 teachers from Islington Schools, presenting an open rehearsal of a set text 'Frankenstein' as CPD and talks by our team on Careers Advice for young people. This CPD programme for Teachers will be expanded with the new studio and building redevelopment. NYT have pledged to support the 100 x 16 work experience programme, to

directly host young learners from LBI in cultural venue management experience as well as in those trades and professions associated directly with Theatre including stage directing, event production, lighting design, costume design and production, set design etc. NYT are regular attendees at the Cultural Strategy Group meetings led by Councillor Kaya Comer Schwarz and Andrea Stark and seek a proactive role in partnership with LBI.

Schools Programmes – NYT specialises in set text adaptations and contemporary ensemble practice to ensure work is appealing to the target school's audience. NYT set text performances support GCSE and A Level English and Drama and the digital use of Virtual Reality in theatre productions support digital skills curricula activities. NYT's invitation to local schools will include open rehearsals and performances, workshops with cast, tech, directors and writers. These activities are currently limited by space constraints, yet there is a proven high demand within the 11 x 11 network where Drama is the most popular subject and the host organisations have not been able to service demand in full. In September 2019 NYT hosted the Islington Cultural Leads Schools Workshop with 45 teachers present from across the Islington schools network, primary, secondary and SEN underlining demand for Theatre support with budgets declining in schools and the demand for ever more local provision to mitigate diminishing time for the arts in the school curriculum. Islington Teachers and Cultural Leads for LBI will inform the new programme post the capital redevelopment. Post the planned extension, NYT Trustees have agreed to amend our Charitable Aims to reduce our working age down to 9, from 11. This will enable new services to be developed for local primary schools in line with the Borough's Cultural Enrichment Strategy.

NYT's architectural design brief to DSDHA required a new studio space that could accommodate a minimum of one class size, whether primary or secondary, alongside a Studio Theatre space that could accommodate multiple classes simultaneously. The reception and welcome area need to function as a staffed entrance ensuring safety and equal access for all users.

Employability, creating jobs in Islington, delivering skills for employability, supporting emerging companies making a start in the creative industries

Employment: NYT currently employ Islington Residents. NYT employment opportunities will grow with more venue-based activity with further paid roles for Creative Associates, Facilitators, Inclusive Practitioners in our Programme. NYT are a Disability Confident and London Living Wage Employer. NYT plan to introduce new apprenticeship roles to the team, with positions planned for cultural venue and operations management when the venue opens, in partnership with Imagination.

Creative incubator – Co working spaces – NYT 's planned reconfiguration and expansion includes dedicated free desk space for start-up companies, within a space in the current building that cannot be used for other functions. These free co working spaces will be accessed by those young people who have been involved with NYT, who find a safe space with NYT and can continue to be housed whilst they find their own career footing, intended to support Associate companies, supporting early stage career development. NYT plan for this to lead into targeted and outreach career development network support events/professional development and early creative career opportunities in line with the London Borough of Islington Affordable Workspace Strategy.

Social Value Contracts, Creative Industries Networks working in Islington at Holloway Road – NYT directly connect young people to successful industry companies. When the new

building is complete, NYT will be offering social value contracts for major west end shows and hirers, representing the fast growing sector in the UK economy (creative industries). NYT directly teach skills for employment progression; from work placement applications for young people to align with the local textile industry on Fonthill Road; to opportunities to shadow Sound and Lighting Directors, Movement Choreographers, Stage Designers and Costume designers being available to young people locally alongside Open Rehearsals for school groups to see major west end productions in development. NYT have unique, direct and substantial links to industry. In line with the Boroughs' plans for culture NYT directly help demonstrate that cultural enrichment can directly translate into progression routes into higher education or a range of employment possibilities and work.

Skills training for employability: NYT programmes develop skills for young people that do not only relate to working in Theatre, on stage or off stage. NYT programmes teach skills about respect, commitment, self- management, regularity of attendance, confidence, communication, interpersonal skills, team working and other such fundamental skills for lifelong employability across multiple employment sectors.

Evening and weekend activities – Post opening of the reconfigured building and new studios the NYT local offer for young people will be extended to include twilight and evening programmes enabling active participation in cultural activity by local young people against a growing absence of healthy alternatives. NYT have begun piloting open access events, including a Black history month event curated from open spoken word submissions. NYT are in discussions with local company, Breaking Convention, who operate in the Borough but without a fixed venue developing programmes and mentoring young people in spoken word and performance. Talks and events will also be planned to align to career development workshops e.g. On Backstage employment opportunities including Stage Management, Lighting Design, Costume Workshops etc. working with NYT's extensive professional network and alumni to deliver talks to encourage other young people to come through the doors and get involved, signposting creative and career progression.

Programmes for Children Aged 11-14: Start Up Saturdays and Start Up Half Term Programmes

A creative participation programme for children ages 11-14, that offers 10 week long termly led ensemble practice training for classes of up to 25 participants. Courses are also run over 6 days during school half terms and holidays. When the programmes are offered at Holloway Road NYT will offer free places for looked after children in the borough through coordination with Matthew Blood, Virtual Head for looked after and previously looked after children. NYT also offer bursary supported free places to young carers via Family Action Group, an Islington based charity and their support group connections to family support networks.

These courses are currently held off site around London in hired venues and are not regularly delivered within the Borough. The new studio provision will enable these popular programmes to be offered at Holloway Road, the home of NYT, but again without the expansion on site securing NYT's future to deliver, this offer locally will be greatly restricted.

Physical and Mental Health and wellbeing – NYT Programmes promote life skills for independent living; health and wellbeing, through increased social participation and group activity. At a time when the importance of social prescribing is acknowledged nationally with the Government's announcement in October 2019 for the National Academy for Social Prescribing.

NYT's plans for the increased studios post the redevelopment are in line with Mayor's Strategy for Sport and Physical Activity published in December 2018. NYT work in partnership with Arsenal Football Club and the community foundation to support local referrals to NYT, to encourage local engagement in creative practice and social integration. NYT's planned new physical movement workshops will specifically support the ProActive Islington Physical Activity Needs Assessment and Action Plan published in October 2019. Target groups include BAME communities, lower socio economic income groups, LGBTQI, people with learning disabilities and people with mental health conditions – all target participants for many NYT programmes in Islington. The Council, LBI, has expressed the commitment to raising the profile of community centres like NYT, in addition to the standard sports offers, as being spaces for all priority groups to help overcome barriers to participation. Additionally, targets for improving mental health rates will be met through participation in physical, social activity. With only two studios currently, NYT is overly restricted in the number of young people it can reach and benefit. With five studios in the expanded and reconfigured building, NYT's offer will align to LBI Council priorities for health and wellbeing, encouraging engagement and embedding physical activity and mental health awareness across all programmes.

Young People led Programming, NYT's work is led for young people, by young people. NYT's focus is decided by those they work with whether the burning issues for young people are around transgender identify, the climate crisis, tackling violent knife crime, homelessness, radicalisation or sexuality. Community groups are invited to participate in live programming, to support R&D and to engage in forum theatre practice whereby young people can directly affect story outcomes. Engagement, empowerment and seeing yourself reflected in a story or group is powerful for Young People, encouraging aspiration. The proposed works will enable more work to be locally shared with more young people from the Borough. Without a dedicated space for sharing work NYT's programme teams are currently in constant competition for the existing two studios, competing against earned income targets to sustain the charity and with other programmes. The new studios offer flexibility of purpose across the venue.

Future Additional Programme Examples:

The following are a sample of detailed examples of programmes that NYT is currently planning for as future projects. With the new venue fully accessible and with the new studio spaces offering flexibility for a multitude of uses, the following are in development.

Holiday Clubs for young adults with learning disability, 14+: - the aim is to provide week long courses during the summer holiday with a specific focus on inclusive practice, communication skills and creativity. The Clubs would be specifically for local residents who are more easily able to travel to the venue.

Teacher Training Programmes: CPD programmes in ensemble practice, professional development opportunities and networks with Writers, Directors, Designers for Teachers (primary and secondary) encouraging work training links and work experience for future employability.

1. Arts Award Accreditation: NYT plan to develop as a local centre of excellence for the National Arts Award programming aligning to Arts Council England to extend the currently minimal local provision with a flexible menu of opportunity for young people aged 9-25 on the 5 accredited awards. There are currently no arts organisations within four miles of NYT that are open to register new young people on an Arts Award according to the list provided by the Arts Award website.

2. Work Experience Placements, Costume Design: NYT are applying to both Drapers Foundation and the Ashley Family Foundation to create new work placement programmes that

enable hands on experience for young people who want to consider a role in design, fashion, textiles production or related sectors. Costume design in the creative industries is a continually growing sector. NYT are aware this can align to the Fonthill Road Textiles programme. NYT Trustees and Executive are clear that if this planning permission is not granted to NYT, then the consequence would be the necessity of a move by NYT away from the Borough. This would then result in the loss of the whole programme above as the opportunity cost to Islington.

(Additional detailed event and curricula breakdowns were provided in our 'Week in the Life of NYT' section of our Design and Access Statement docs submitted in November 2019).