



PLANNING COMMITTEE REPORT



PLANNING SUB-COMMITTEE B		
Date:	23 rd February 2021	NON-EXEMPT

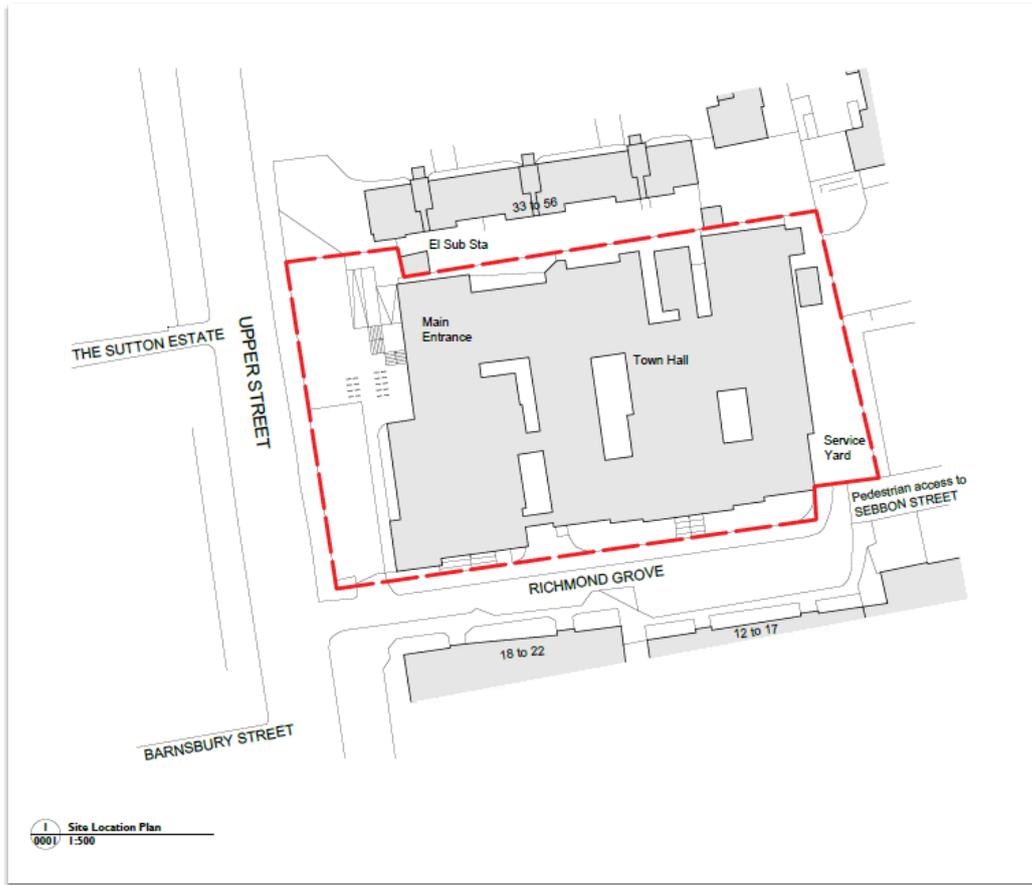
Application number	P2020/3416/LBC
Application type	Listed Building Consent Application
Ward	St Marys
Listed building	Grade II
Conservation area	Upper Street (North) Conservation Area
Development Plan Context	Angel & Upper Street Core Strategy Key Area Article 4 Direction Upper Street North Conservation Area Local & Strategic Cycle routes Upper Street Local Shopping Area and Article 4 Direction (A1-A2) Employment Growth Areas Islington Town Hall Forecourt Open Space Within 100m of TLRN (Transport for London Road Network) Rail Safeguarding (Transport for London Tunnels) Article 4 Direction A1-A2 (Rest of the borough)
Licensing Implications	Site has a License to Sell Alcohol
Site Address	Town Hall, Upper Street, Islington, N1 2UD
Proposal	Refurbish entrance and reception spaces; create two ceremonial suites in R01 (meeting room) and R04 (office); convert R05 (first aid room) to accessible WC; new access to R06 (office); combine R02 and R03 (meeting rooms) to create store for hall VFX equipment; new reception desk and lectern in main entrance.

Case Officer	Claire Sutton
Applicant	London Borough of Islington
Agent	Purcell UK

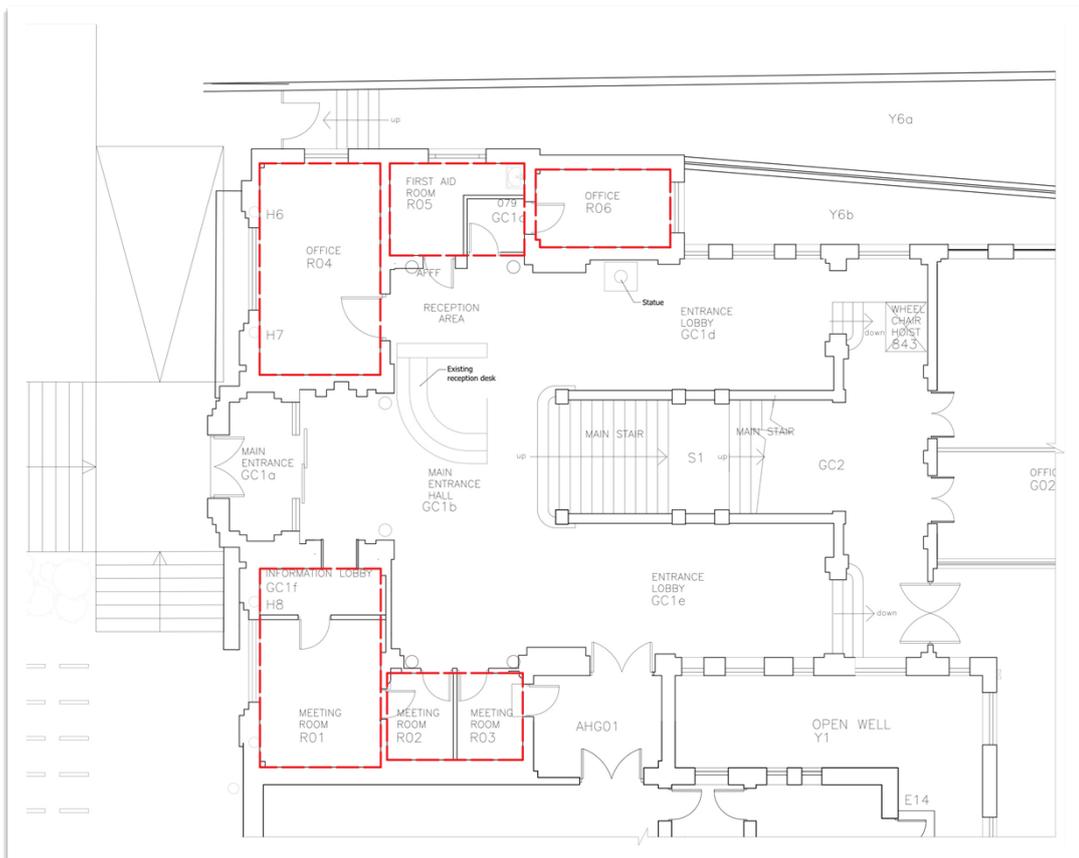
1. RECOMMENDATION

The Committee is asked to resolve to **GRANT** listed building consent subject to the conditions set out in Appendix 1.

2. SITE PLAN (SITE OUTLINED IN RED)



3. AREA OF BUILDING PROPOSED FOR ALTERATION



4. PHOTOS OF SITE/STREET



Image 2: Internal view of entrance vestibule and modern reception desk



Image 3: Meeting room within R01 showing original Crittall window and modern partition



Image 4: Currently unused office R04 with stained glass window

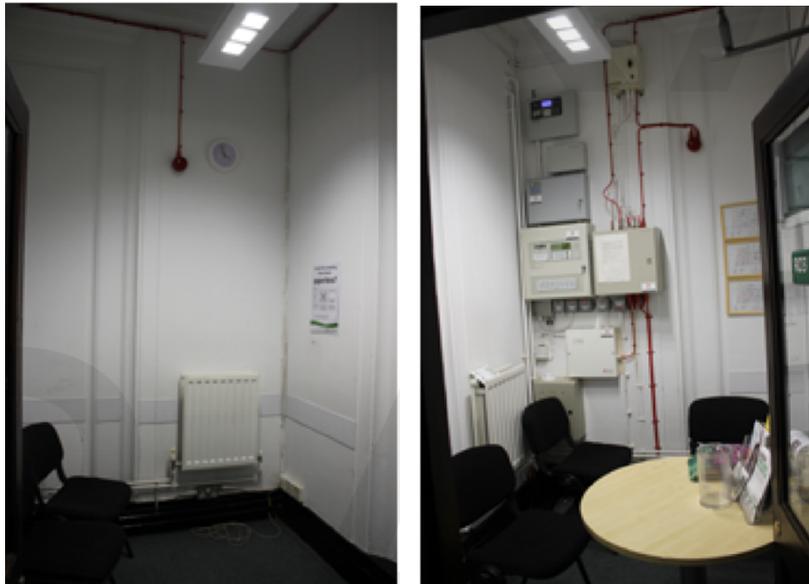


Image 5 and 6: R02 (left) and R03

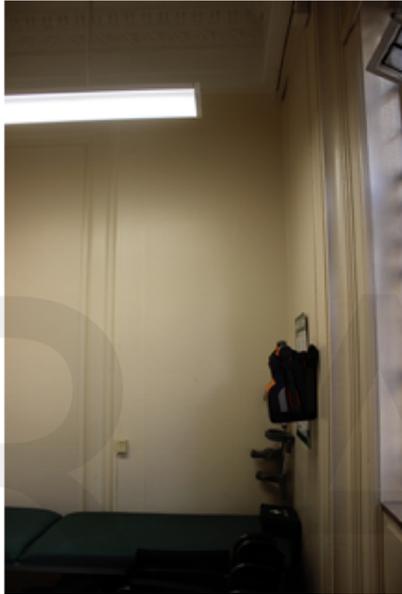


Image 7 and 8: R05 (first aid room) current use and corning

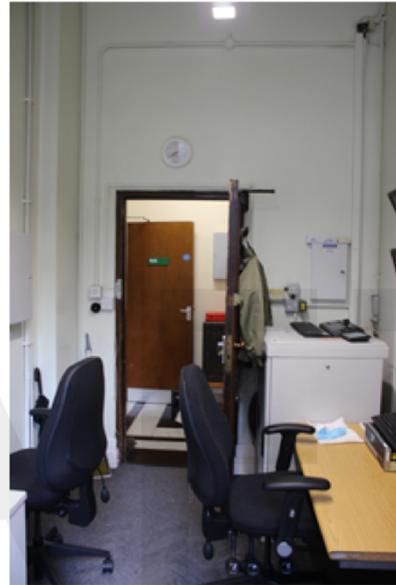


Image 9 and 10: R06 current use as office with minimal features

5. SUMMARY

- 5.1 The application seeks alterations to existing offices and rooms within the public areas of the Town Hall in order to create a range of ceremonial suites and an accessible WC on the ground floor. It also proposes refurbishment of these rooms and the creation of a new entrance desk.
- 5.2 The proposal is considered to be compliant with the objectives of policy CS9 of the Islington Core Strategy (2011), and DM2.3 of Development Management Policies (2013). It is therefore considered to preserve the special architectural and historic interest of the Grade II listed building, and is acceptable in design terms.
- 5.3 The proposal is considered to be acceptable and it is recommended that the application be approved subject to conditions.
- 5.4 The application is brought to committee because the site is owned by Islington Council.

6. SITE AND SURROUNDINGS

- 6.1 The site is a Grade II listed building and lies within the Upper Street (North) Conservation Area.
- 6.2 The Town Hall was built between 1922 and 1929, and was designed by E.C.P. Monson.
- 6.3 Areas of the building this application relates to date to the second phase of design and construction in 1925-26, and modern partitions constructed in the latter 20th century/early 21st century.

7. PROPOSAL (IN DETAIL)

- 7.1 The application seeks consent to refurbish the entrance and reception areas including the installation of a new reception desk; the conversion of one office and three meeting rooms to a ceremonial suite and associated store and office; and the conversion of the first aid room to a gender neutral accessible WC.

8. RELEVANT HISTORY:

- 8.1 There have been many applications associated with this building. Those relevant are:
- 8.2 P090290 Refurbishment of public hall and ancillary spaces including glass lift from ground level foyer to basement cloakroom area to give disabled access to lavatories and cloakrooms. Approved on 29/09/2009.
- 8.3 P2020/3442/LBC Convert storage room BS14 to chilled cellar and dry store including new drainage, sink, and extract; connect new supply lines to existing bars within Assembly Hall on ground floor. Under consideration.
- 8.4 P2020/3418/FUL & P2020/3485/LBC Proposed alterations to the external service yard and internal basement spaces to upgrade and provide dedicated cycle storage and changing facilities as well as the reconfiguration of the service yard to accommodate council facilities storage, parking, refuse collection. Under consideration.

9. CONSULTATION

Public Consultation

- 9.1 The proposal has undergone a statutory consultation period of 21 days. A notice was displayed on site and in the press. The consultation period expired on 14th January 2021.
- 9.2 At the time of the writing of this report no responses had been received from the public with regard to the application.

External Consultees

- 9.3 **Historic England:** Notified as the proposal included relevant demolition to a Grade II listed building. No comments were received.
- 9.4 **London Underground:** no comments received.
- 9.5 **TfL (Land Use Planning Team):** no comments received.
- 9.6 **Islington Society:** no comments received.
- 9.7 **Upper Street Association:** no comments received.
- 9.8 **Joint Committee of National Amenity Societies:** no comments received.

Internal Consultees

- 9.9 **Environmental Health, Building Control, Access & Inclusive Design:** no comments

10. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS AND POLICIES

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

National Guidance

- 10.1 Islington Council (Planning Sub-Committee A), in determining the listed building consent application has the main following statutory duties to perform:
- 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 (Section 16 Planning [Listed Buildings & Conservation Areas] Act 1990 as amended).
 - 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.)
- 10.2 The National Planning Policy Framework 2019 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future

generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

- 10.3 Since March 2014 Planning Practice Guidance for England has been published online.
- 10.4 In considering the listed building consent 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.
- 10.5 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:
- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
 - Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.
- 10.6 Members of the Planning Sub-Committee A 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.
- 10.7 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Development Plan

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

Designations

- 10.9 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, and Site Allocations 2013:
- Grade II listed building
 - Upper Street (North) Conservation Area
 - Article 4 Direction Upper Street North Conservation Area

Supplementary Planning Guidance (SPG) / Document (SPD)

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

Emerging Policies

Draft London Plan (Intend to Publish Version), December 2019

10.11 The draft new London Plan was published for consultation in December 2017. The consultation period ended on Friday 2 March 2018. In accordance with section 338(3) of the GLA Act, the Secretary of State appointed a Panel to conduct an examination in public ("EIP") this opened on 15 January 2019 and continued until May 2019. The Panel of Inspectors made several recommendations to the Mayor on the 8th October 2019 and the Mayor responded on the 9th December 2019 with an 'Intend to Publish' version of the plan. The Secretary of State considered the 'Intend to Publish' version and the proposed changes and made several Directions in March and December 2020 setting out changes to some policies. On 21 December 2020 the Mayor formally approved a new 'Publication London Plan', prepared to address the Secretary of State's Directions which was sent to the Secretary of State for his consideration. On 29 January the Secretary of State confirmed there were no further matters to raise. The London Plan can subsequently be published. Given the advanced stage at which the draft London Plan is at the policies in the Publication London Plan can be afforded significant weight. Given what is proposed in the application, the Directions are not considered to effect the assessment of this case. The relevant draft London Plan policies have been taken into account and are set out below:

Policy HC1 – Heritage and conservation

Draft Islington Local Plan 2019

10.12 The Regulation 19 draft of the Local Plan was approved at Full Council on 27 June 2019 for consultation and subsequent submission to the Secretary of State for Independent Examination. From 5 September 2019 to 18 October 2019, the Council consulted on the Regulation 19 draft of the new Local Plan. Submission took place on 12 February 2020 with the examination process now in progress.

In line with the NPPF Local Planning Authorities may give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

11. ASSESSMENT

11.1 The main issues arising from this proposal relate to:

- Design and Conservation



Plan of Significance: both fabric and spatial

Design and Conservation

- 11.2 Paragraph 193 of the NPPF (2019) states that ‘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). Furthermore, at paragraph 196: ‘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.
- 11.3 London-wide planning policies relevant to design and conservation are set out in Chapter 7 of the London Plan, and the Mayor of London’s Character and Context SPG is also relevant. At the local level, Policy CS9 of Islington’s Core Strategy (CS) 2011 and Policy DM2.3 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 works respond positively to existing heritage assets.
- 11.4 Policy DM2.3 seeks to ensure that the borough’s heritage assets are conserved and enhanced in a manner appropriate to their significance. Development that makes a positive contribution to Islington’s local character and distinctiveness will be encouraged. It seeks to ensure developments within the setting of a listed building are of good quality contextual design. It also seeks to retain, repair and reuse of non-designated heritage assets. Proposals that unjustifiably harm the significance of a non-designated heritage asset will generally not be permitted.
- 11.5 In accordance with Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, in assessing the proposals hereby under consideration, special regard has been paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- 11.6 The proposal includes a number of different internal alterations with an assessment of these elements set out below:

Entrance Hall and Reception

- 11.7 Policy DM2.3 seeks to ensure that the Borough's listed buildings are conserved or enhanced.
- 11.8 The entrance hall has not been radically altered since its construction, and the existing reception desk is a modern lightweight timber structure. Its current location immediately inside the entrance doors blocks the view of the main staircase and erodes the character of the hall. By relocating the reception desk to the right of the stairs adjacent to R01, this would provide a restored view of the staircase as well as enabling the internal porch to be better utilised, thereby saving energy. A new lectern to the left of the main entrance has been proposed for Registrars' use.

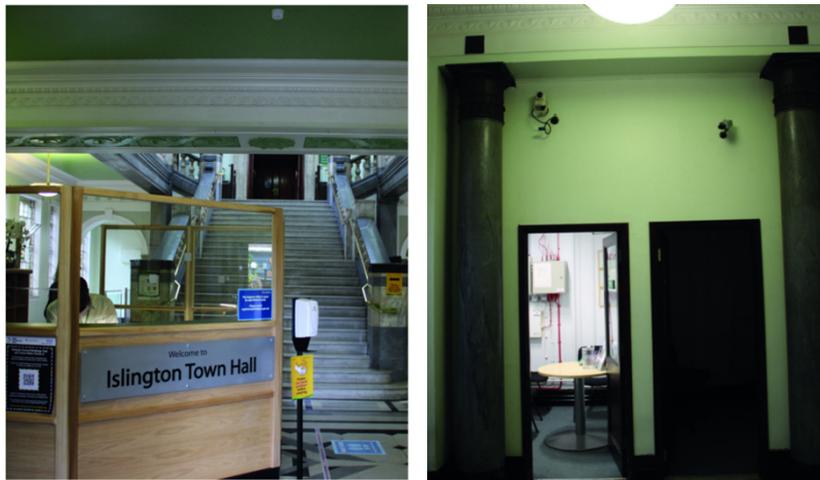


Image 11 and 12: Current view of main staircase blocked by reception desk (left); proposed location for new desk in front of existing doors to R02 and R03 (right)

- 11.9 Details of the new lectern and reception desk have not been provided within the application and conditions are recommended requiring details to be submitted.

Ceremonial Suites R01 and R04

- 11.10 Policy DM2.3 recognises that the best use of a listed building is that for which it was designed, but that other uses may be permitted where they do not harm the significance of the listed building.
- 11.11 The proposal would remove the existing modern partition which currently creates the information lobby. This partition is unsympathetically located at the edge of the original Crittall windows and its removal would enable the historic proportions of the room to be appreciated. The modern partition opposite the windows would be replaced with a more solid partition to house the fire alarm system, which would be relocated along with the reception desk. No historic fabric would be lost with these two partitions and the historic floor plan would be better revealed.
- 11.12 Necessary refurbishment of the original Crittall windows would be undertaken to ensure wind and weather tightness and full functionality.
- 11.13 New services and lighting are proposed to support the new functions of each room, together with new and replacement architectural details such as corncicing where this has been lost. Details of these works are recommended to be required by condition.

Store Room 02 (incorporating R03)

- 11.14 The Assembly hall speakers are currently housed within the entrance hall to the right of the staircase. This is not secure, nor is it aesthetically suitable. The proposal would remove the modern partition between R02 and R03 to create a storage space for these speakers. The modern partition facing the entrance hall would be replaced with a new one with only one door. Access would also be retained from the adjacent room, AHG01, to enable the speakers to be easily moved into the hall for use.
- 11.15 The existing door between R01 and R02 would be retained in situ and could be reopened at a later date if needed.

Accessible WC R05

- 11.16 The room is currently used as the first aid room and has existing plumbing routes. It is separated from the entrance hall with a modern partition which also includes a lobby into the adjacent office, R06. The proposal would remove these partitions and erect one new partition with door opening onto the entrance hall, restoring the room to its original proportions.
- 11.17 The room would then be refitted as an accessible WC with baby changing facilities. Currently, the accessible WC within the public areas is within the basement, therefore this would be of greater use to those attending civil ceremonies. Small alterations are required for additional pipework and this would connect to the existing SVP within the lightwell. New servicing would be covered by new dado panels. Ventilation is required and this is proposed to be installed on the north wall. Details of the ventilation works are recommended to be required by condition.
- 11.18 Although some slight loss of fabric is proposed, it is considered that the benefit of restoring the original room proportions together with providing an accessible WC at ground floor level outweighs this harm. This is also relevant to the proposed works within room R06.

Office R06

- 11.19 This room is currently accessed via a modern lobby which occupies part of room R05. By removing this lobby to create the accessible WC, an alternative entrance to R06 would be required. This would result in the only proposed loss of historic fabric – the creation of a doorway onto the entrance hall in a space currently occupied by the statue of Hugh Myddelton.
- 11.20 The section of wall dates from the second phase of the Town Hall construction (1925-26) and is original fabric. It currently contains a window-sized niche and has been adapted for electrical servicing. The proposal would retain the proportions of the niche but create a doorway into room R06. Given that this proposed alteration is considered necessary in order to remove inappropriate modern partitions, and create an accessible WC, these benefits are considered to outweigh the harm which would arise from this loss of fabric and form. A condition requiring hand demolition, and another for details of the new door are recommended.



Image 13 and 14: Current view of location of proposed opening to room R06, blocked by statue (to be relocated)

Conclusion

- 11.21 Overall, due to the mitigation measures identified above, the proposal is considered to be compliant with Development Management Policy DM2.3.

12. SUMMARY AND CONCLUSION

Summary

- 12.1 The proposed alterations are considered acceptable in principle. The works would have minimal impact on the layout and fabric, and are a suitable way to provide necessary ground floor level WC facilities and associated facilities for the use of the hall and ceremonial suites.
- 12.2 The proposals would involve minimal loss of historic fabric, and would not cause harm to the retained fabric. Where loss is proposed, this is considered to be outweighed by the public benefit of providing accessible facilities on the ground floor and bringing underutilised rooms into use, thereby enabling more people to appreciate the heritage asset.
- 12.3 In accordance with the above assessment, it is considered that the proposed works are consistent with the policies of the London Plan, the Islington Core Strategy, the Islington Development Management Policies and associated Supplementary Planning Documents and should be approved accordingly.

Conclusion

- 12.4 It is recommended that listed building consent be granted subject to conditions as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

That the grant of listed building consent be subject to conditions to secure the following:

List of Conditions:

1	Commencement CONDITION: The works hereby permitted shall be begun not later than three years from the date of this consent. REASON: To comply with the provisions of Section 18(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).
2	Works to Match (Compliance) CONDITION: All new external and internal works and finishes and works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter. REASON: In order to safeguard the special architectural or historic interest of the heritage asset.
3	Demolition by Hand (Compliance) CONDITION: The demolition works hereby approved shall be carried out by hand or hand tools. No power driven tools shall be employed, REASON: In order to safeguard the special architectural or historic interest of the heritage asset.
4	Protection of Internal Features during Construction (Compliance) CONDITION: The interior features of the building shall be protected against accidental loss or damage during building work, and no features may be disturbed or removed temporarily or permanently except as indicated on the approved drawings. REASON: In order to safeguard the special architectural or historic interest of the heritage asset.
5	Submission of Details (DETAILS) CONDITION: Detailed drawings at a scale of no less than 1:10 in respect of the following shall be submitted to and approved by the Local Planning Authority prior to the relevant part of the works commencing on site: a) Details of the timber lectern and reception desk b) Details of the lighting and servicing to rooms R01 and R04 c) Details of the new cornicing including locations, profiles and materials d) Details of the new timber dado panelling including locations, profiles, colour/finish, and any access panels e) Details of the internal and external appearance and elevational location of the ventilation to room R05 f) Details of the new timber door, architrave, and threshold to room R06 including cross-section, elevation, and colour/finish The development shall be carried out strictly in accordance with the details so approved and maintained as such thereafter.

	REASON: In order to safeguard the special architectural or historic interest of the heritage asset.
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List of Informatives:

1	Other Consents
	This consent relates solely to listed building matters. Should it become necessary to make alterations to the consented scheme in order to comply with other legislation, such as Building Regulations, a further consent may be required. Such a consent should be sought and obtained prior to the relevant works being undertaken.

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

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

- National Planning Policy Framework 2019

2. Development Plan

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

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

- Policy 7.8 Heritage Assets and Archaeology

B) Islington Core Strategy 2011

- Policy CS9 Protecting and enhancing Islington's built and historic environment

C) Islington Development Management Policies 2013

- Policy DM2.3 – Heritage

3. Designations

- Grade II Listed Building