



PLANNING COMMITTEE REPORT



PLANNING SUB-COMMITTEE B		
Date:	18 November 2021	NON-EXEMPT

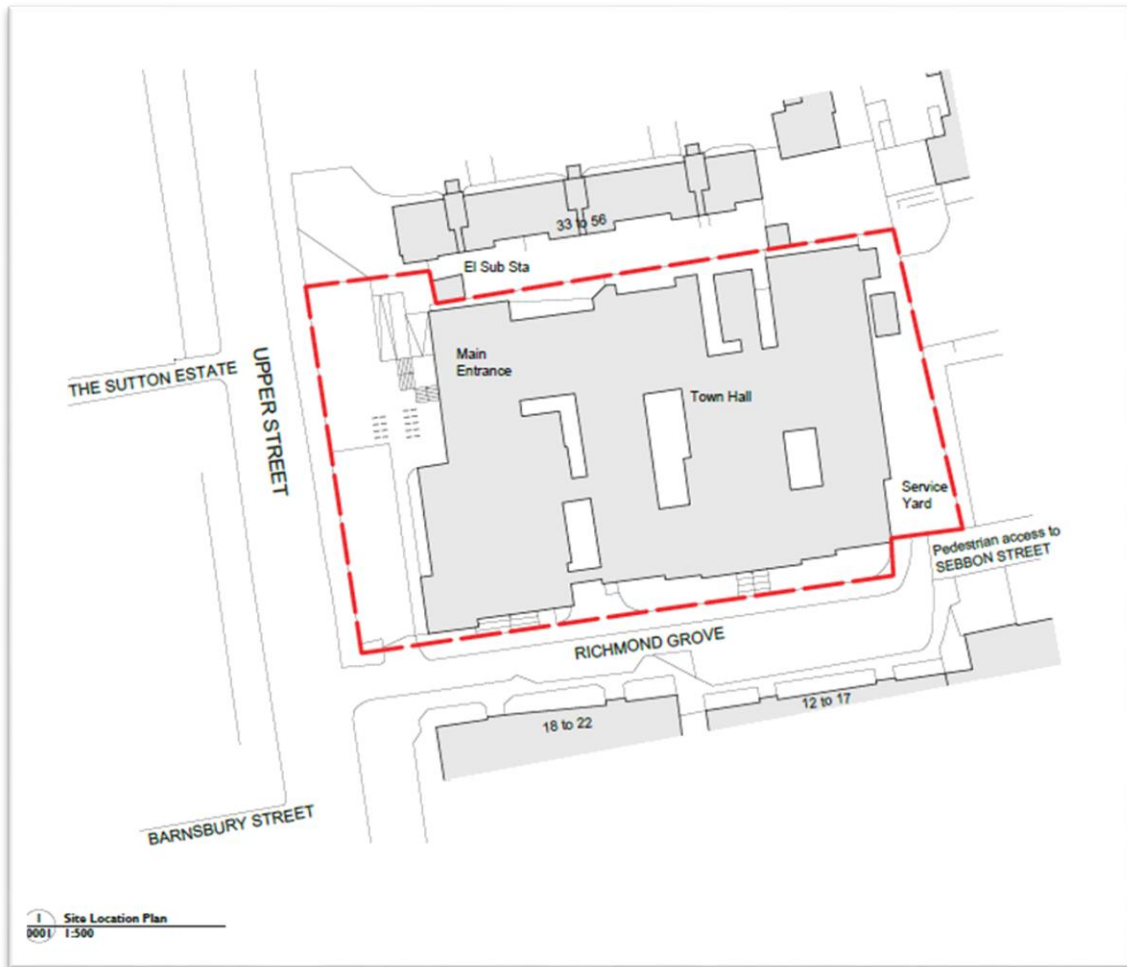
Application number	P2021/2640/LBC
Application type	Listed Building Consent Application
Ward	St Marys
Listed building	Grade II
Conservation area	Upper Street (North) Conservation Area
Development Plan Context	Angel & Upper Street Core Strategy Key Area Article 4 Direction Upper Street North Conservation Area Local & Strategic Cycle routes Upper Street Local Shopping Area and Article 4 Direction (A1-A2) Employment Growth Area 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	Internal partition alterations to offices G07a, G07 and G08.

Case Officer	Claire Sutton
Applicant	Adam Feeney
Agent	Purcell UK

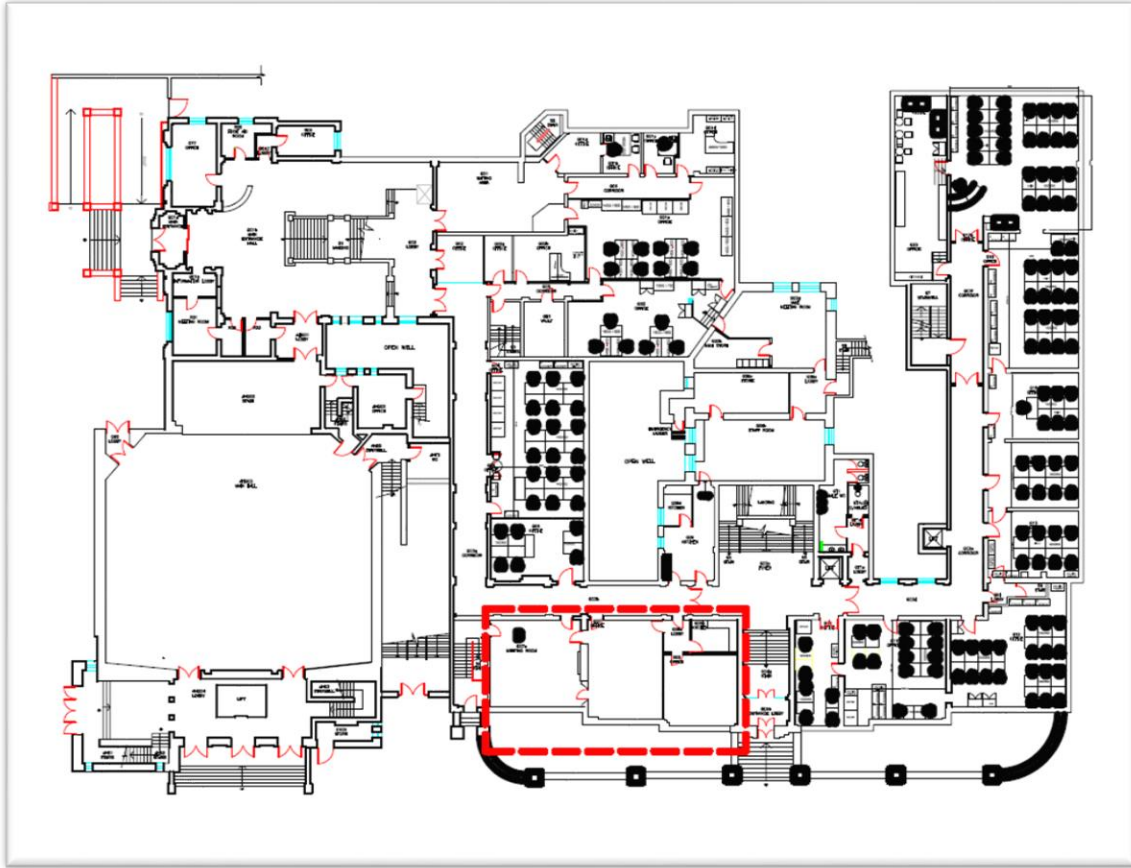
1. RECOMMENDATION

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

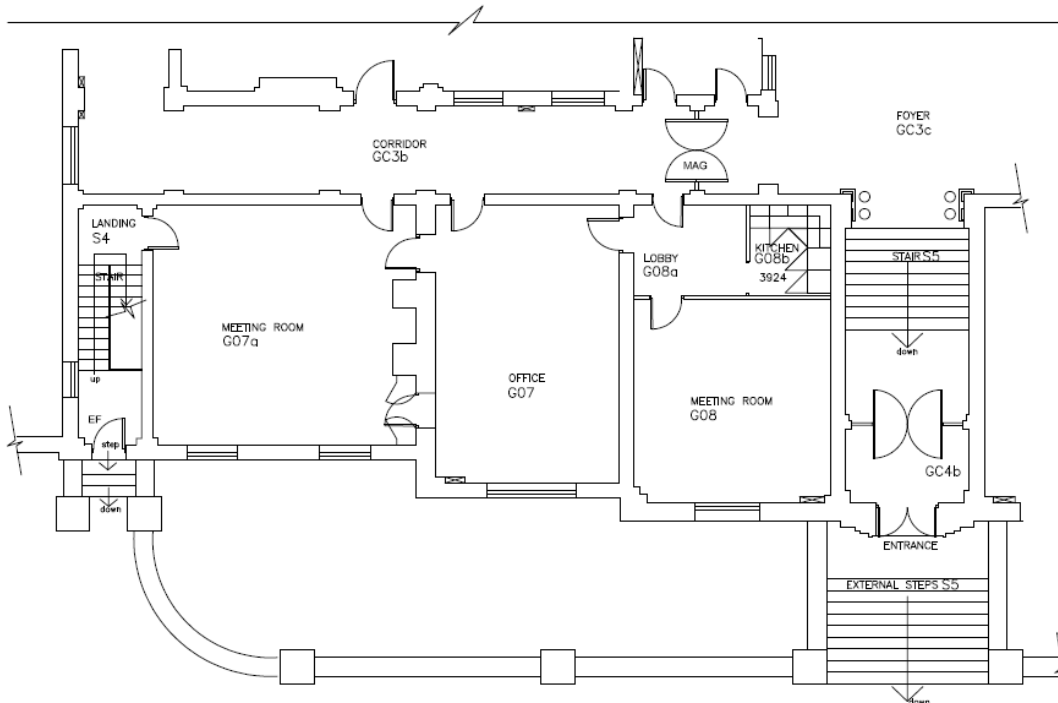
2. SITE PLAN (SITE OUTLINED IN RED)



3. AREAS OF BUILDING PROPOSED FOR ALTERATION



Ground Floor layout



Rooms G07a, G07, G08, and G08a

4. PHOTOS OF SITE

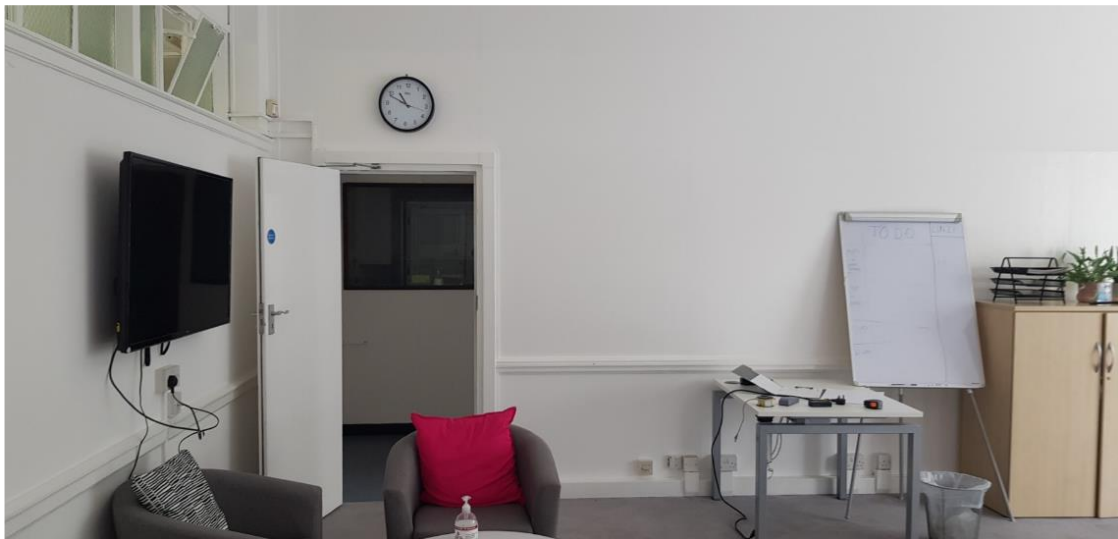


Image 2: Internal elevation of G07 through to G08a



Image 3: Internal elevation of G08

5. SUMMARY

- 5.1 The application seeks alterations to rooms G07a, G07, G08, and G08a located on the ground floor of the Town Hall. These are currently used as meeting rooms, an office, and a lobby/kitchen.
- 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 and therefore are required to be brought to Committee by the Terms of Reference for the Sub Committee.

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 first phase of design and construction in 1922-23, and modern partitions constructed throughout the 20th century.

7. PROPOSAL (IN DETAIL)

- 7.1 The application seeks consent to refurbish the rooms, remove modern partitioning to G08 to remove the lobby/kitchen, create a double door opening between G08 and G07, and upgrade the services.

8. RELEVANT HISTORY:

- 8.1 There have been many applications associated with this building. The relevant ones 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 P2020/3416/LBC 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. Approved on 24/02/2021.
- 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. Approved on 26/02/2021.

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 17th October 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 Consultation

9.3 There was no requirement to consult Historic England (see *Arrangements for handling heritage applications – notification to Historic England and National Amenity Societies and the Secretary of State [England] Direction 2021*).

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 B), 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 2021 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 B 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 2021, 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 2021, 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 Islington Local Plan 2019

- 10.11 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. As part of the examination, consultation on pre-hearing modifications took place between 19 March and 9 May 2021. The Matters and Issues have now been published and hearings took place between 13 September and 5 October 2021.
- 10.12 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).

- 10.13 Emerging policies that are relevant to this application are:
- DH2: Heritage Assets (limited weight)

11. ASSESSMENT

11.1 The main issues arising from this proposal relate to:

- Design and Conservation

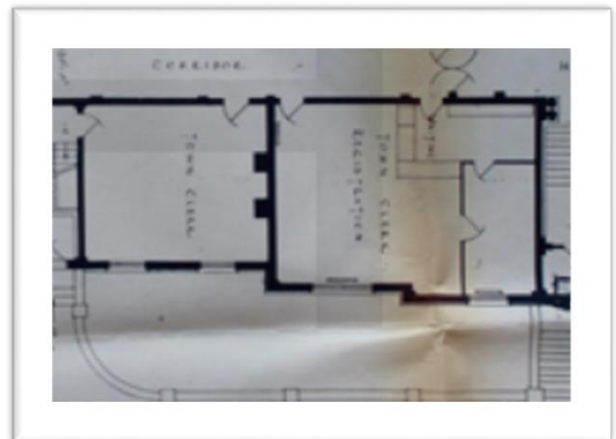
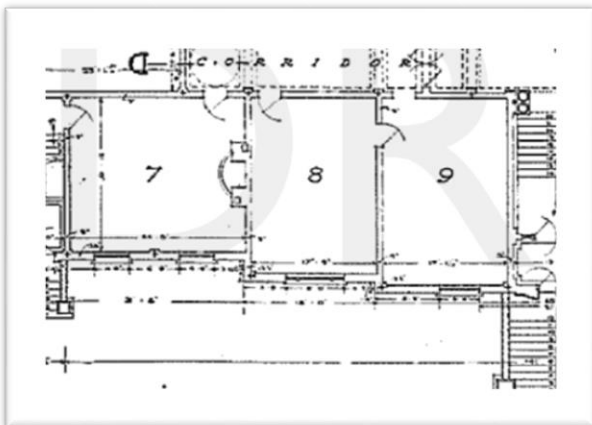
Design and Conservation

- 11.2 Paragraph 199 of the NPPF (2021) 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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.’
- 11.3 Furthermore, at paragraph 202: ‘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.’
- 11.4 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.
- 11.5 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.
- 11.6 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.
- 11.7 Policy DM2.3 seeks to ensure that the Borough’s listed buildings are conserved or enhanced.

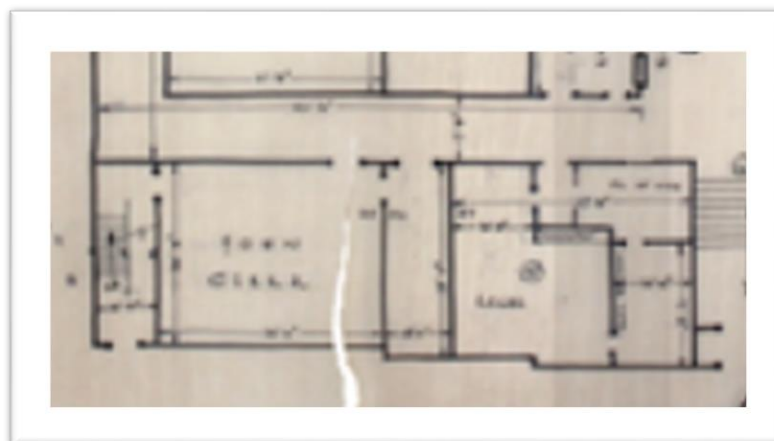


Current Plan of Significance: both fabric and spatial

- 11.8 Room G07a was the former Town Clerk's Office and is the most significant of the rooms proposed for alteration. It was constructed with a fireplace and has been altered over the years to create doorways through to G07 either side of the fireplace. It now serves as an office and meeting space and is proposed to be refurbished. This would involve the removal of the mid-20th century cabinetry around the right hand doorway to G07 to restore a symmetrical appearance to the room, updating services, and updating the right hand door to match the existing left hand door.
- 11.9 Room G07 is currently an office and this use is to be retained. Basic improvements to the decoration and services are proposed which would not impact historic fabric.
- 11.10 Room G08a is a lobby and kitchenette, formed of modern partitions. It is currently a very dark space which is underutilised and is difficult to adapt for another use. It is proposed to remove the kitchen equipment and partitions, and reincorporate the space into G08. No historic decoration has been found beneath the modern alterations, therefore the redecoration of the room would match the existing G08.
- 11.11 Room G08 is currently and would remain a meeting room and would be increased in size due to the removal of G08a. In addition, double doors would be inserted between G08 and G07 to create a larger open plan area that could be divided off when necessary. This is not a typical feature of these internal rooms, and the wall has been identified by the Council's heritage consultants as being of High Significance. However, it is apparent from earlier plans of the building that G08 and G07 have been separated in different fashions, with the wall between them moving in location and therefore fabric having already been lost since the original floor plan was devised. There is no evidence that the existing wall between the rooms is historic, therefore the creation of the double doors would not harm historic fabric or be significantly detrimental to the plan form.



Images 5 and 6: 1922 (left) and 1928 (right)



← G07a G07 G08 →

Images 5 and 6: 1951 (best plan available)

11.12 The works are deemed necessary due to the increased requirement for open plan working arrangements and greater spacing between work spaces. No historic fabric would be impacted by the proposals, and the aesthetic of the room/s would be retained. The overall special interest of the rooms would not be detrimentally impacted.

Conclusion

11.13 Overall, the proposal is considered to be compliant with Development Management Policies 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 additional facilities within the existing Town Hall.

12.2 The proposals would involve minimal loss of mid-late 20th century fabric, and would not cause harm to the retained fabric.

12.3 In accordance with the above assessment, it is considered that the proposed works are consistent with the policies of the London Plan 2021, the Islington Core Strategy 2011, Islington Development Management Policies 2013, emerging policies of the Local Plan 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
	<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 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).</p>
2	Works to Match (Compliance)
	<p>ALL EXTERNAL AND INTERNAL WORKS TO MATCH (COMPLIANCE): 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.</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset.</p>
3	Demolition by Hand (Compliance)
	<p>DEMOLITION BY HAND TOOLS (COMPLIANCE): The demolition works hereby approved shall be carried out by hand or hand tools. No power driven tools shall be employed,</p> <p>REASON: In order to safeguard the special architectural or historic interest of the heritage asset.</p>

List of Informatives:

1	Other consents
	<p>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.</p>

APPENDIX 2: RELEVANT POLICIES

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

1 National Guidance

The National Planning Policy Framework 2021 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 2021

2. Development Plan

The Development Plan is comprised of the London Plan 2021, 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 2021 - 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