



ISLINGTON

**Finsbury Park  
Development Framework  
Supplementary Planning Document**

March 2015



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# 1. Introduction

## 1.1. Background

- 1.1.1 Finsbury Park Town Centre occupies a unique position at the meeting point of three London boroughs. The excellent and improving public transport connections, the area's growing creative and cultural industries and the strong historic legacy of mid-late Victorian building stock, including the Grade II\* listed former Rainbow Theatre, contribute to the area's unique and vibrant character.
- 1.1.2 For many years, the town centre's location on the boundary of Islington, Haringey and Hackney has complicated the adoption of a co-ordinated approach to securing positive change. The first step in working together and overcoming cross-boundary challenges to deliver lasting change came in the form of a tri-borough agreement: the Finsbury Park Accord. In June 2012 Islington, Haringey and Hackney Councils signed the Accord to establish the terms of cross-borough delivery of strategic policy, planning and public services in the Finsbury Park area. One of the Accord's eleven key priorities was the creation of a cross-borough spatial strategy in the form of a Supplementary Planning Document (SPD) to guide the area's future development.
- 1.1.3 The Finsbury Park Town Centre SPD was prepared in 2013, and was adopted by Islington, Haringey and Hackney Councils in summer 2014. The SPD sought to set out a single vision for the regeneration of Finsbury Park Town Centre, parts of which fall within Islington, Haringey and Hackney.
- 1.1.4 Following the adoption of the document, Islington Council has taken the decision to prepare further detailed planning guidance for the area to the west of Finsbury Park Station. This area is currently the focus of development activity, and the council anticipates that further development proposals will come forward in future years. The intention behind the Finsbury Park Development Framework SPD is to provide additional guidance on how the council wishes to see the area developed through the application of its adopted planning policies to secure the highest possible quality of development.

## 1.2. Purpose of the Finsbury Park Development Framework SPD

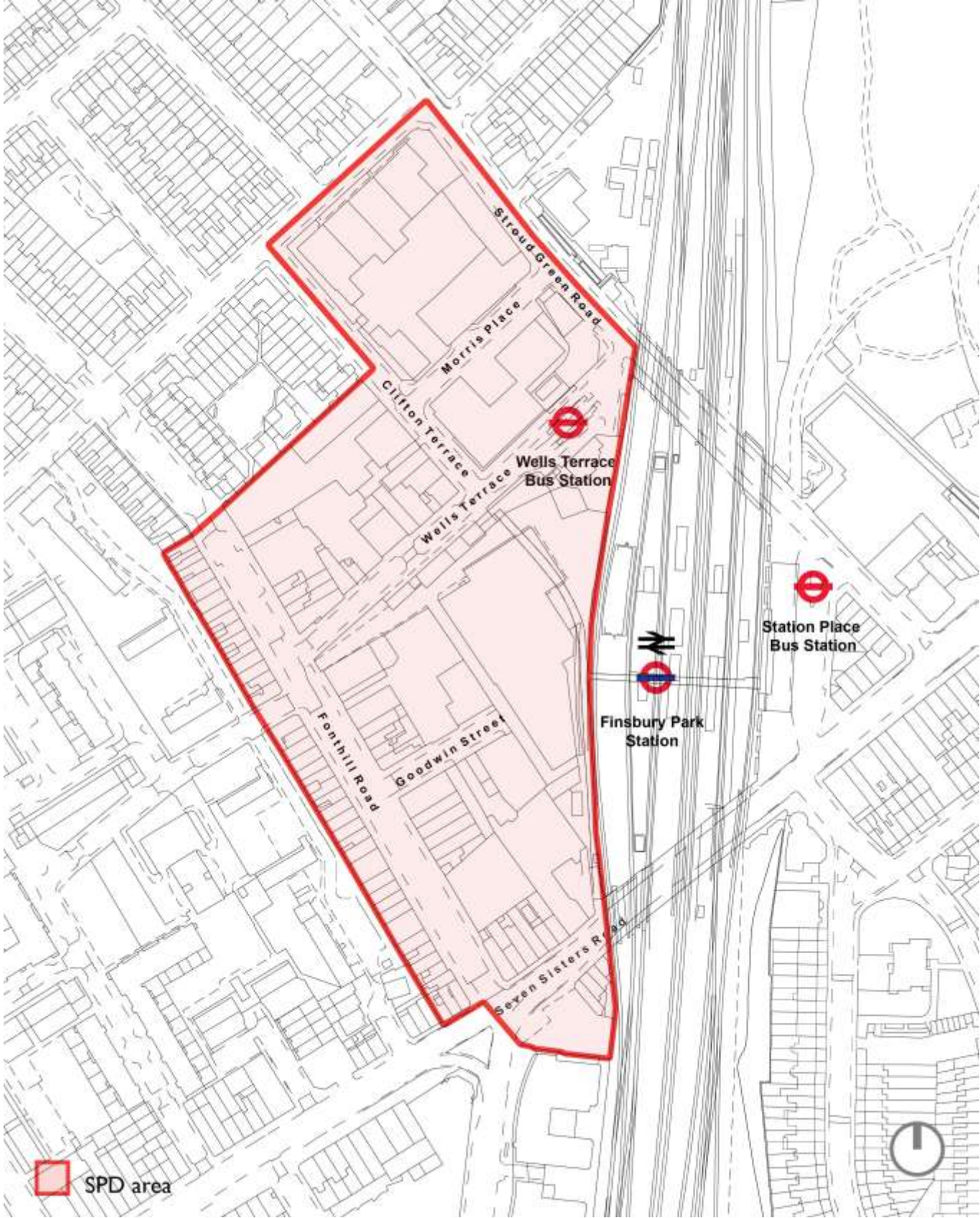
- 1.2.1. The purpose of the Finsbury Park Development Framework SPD is to provide a further layer of detail to the broad development objectives that are outlined within the adopted Finsbury Park Town Centre SPD for the area directly to the west of Finsbury Park Station. It also provides prospective applicants with guidance that will assist them in bringing forward development proposals within a clearly defined spatial framework set by the council.
- 1.2.2. The framework considers and discusses a number of extant planning consents within the area. These consents were determined on a site-by-site basis, mostly against now outdated and superseded policies, and were not informed by a comprehensive vision or framework for the area. They may or may not be implemented, (although two major developments are currently underway), and are not accepted as precedents for the acceptability of further similar development in the future.

- 1.2.3. The framework will be used by the council as a material consideration in the determination of planning applications. National, regional and local planning policy may change and any applications will be determined in light of the adopted planning policies at the time a decision on an application is made.
- 1.2.4. The boundary of the draft Finsbury Park Development Framework SPD is shown in Figure 1.1.
- 1.2.5. A period of public consultation on the draft SPD took place over a six-week period between 17 November 2014 and 15 December 2014. This SPD takes account of comments submitted during this period of consultation.

### **1.3. The council's role**

Islington Council is the Local Planning Authority with responsibility for determining all planning applications made within its defined boundaries. The council will take all material planning considerations into account when determining any future planning applications in the area, including comments made by members of the public during consultation on any planning application.

Figure 1.1 – Finsbury Park Development Framework SPD area



### 1.4. Vision

- 1.4.1. Islington Council wishes to see future development proposals contribute positively to the local environment, building upon the framework area's strong character and capitalising on its unique characteristics. New development will contribute to the further development of the framework area as the commercial and cultural heart of Finsbury Park, reflect the area's status as a District Town Centre and focus for investment, respect existing townscape context and contribute to the area's vitality and vibrancy.
- 1.4.2. Future development in the SPD area will be of an appropriate scale, respond to key heritage and amenity considerations, be of high quality contextual design, explore opportunities to improve connectivity and contribute to achieving a high quality mixed use environment. To assist in achieving this, the Finsbury Park Development Framework SPD provides guidance on appropriate building heights, heritage and amenity considerations, design quality, movement and connectivity and land use to ensure that the area's unique character is enhanced and protected.

### Objectives

- 1.4.3. Based on Core Strategy Policy CS 2 (Finsbury Park), the council's Site Allocations Development Plan Document (2013) sets out high-level objectives for the wider Finsbury Park Town Centre. The future development of certain sites will play a key role in:
- enhancing the vitality of the Town Centre as a retail centre;
  - the redevelopment of the low-density employment sites around the station to provide mixed-use development including housing, employment, retail and leisure uses;
  - providing between 500-700 new homes;
  - re-providing storage and distribution floor space;
  - improving transport interchange and public spaces, with increased legibility and design that leads to an increased sense of safety;
  - improving walking and cycling connections to the park, Highbury Fields/Highbury Corner and the Emirates (Arsenal) Stadium;
  - respecting and enhancing the historic character of the area; and
  - improving and providing new open space; Finsbury Park ward and neighbouring areas are identified as some of the highest priority areas for increasing the provision of public open space.
- 1.4.4. These core objectives provide a broad framework within which to bring forward the area's regeneration.

### Opportunities in the wider Finsbury Park Town Centre SPD

- 1.4.5. The following opportunities were identified within the wider Finsbury Park Town Centre SPD (July 2014) as having the potential to deliver elements of the above key objectives:
- I. Strengthen the existing retail offer in the town centre, including on Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road, to include the strengthening of the specialist retail functions, diversification of the retail offer, promotion of creative industries and small and medium-sized enterprises (SMEs), and the improvement of shop fronts and the surrounding public realm.
  - II. Promote mixed use development and employment and training opportunities around Finsbury Park Station, including: housing, employment (office, light industrial, storage and distribution, and affordable space for SMEs), retail, arts and leisure, in particular at the following sites: City North, John Jones, the Rowan's site and other allocated sites (set out in full at A1.1.9 of Appendix 1) and the site of the former Sir George Robey public house.
  - III. Improve the function and role of the station by delivering works that will facilitate an improved and less confusing transport interchange, enhancing connections and safety through high quality public realm. This would include improvements to the station itself, such as the western ticket hall, and improvements to Station Place, Well's Terrace and the areas under the railway viaducts (e.g. by improving the area through public art and improved lighting).
  - IV. Enhance walking and cycling routes, strengthening links between Finsbury Park, the Parkland Walk, Gillespie Park, Highbury Corner, Highbury Fields, Caledonian Park and the Emirates (Arsenal) Stadium, encouraging walking and cycling for local residents and visitors. This should include joint working with TfL to improve pedestrian and cycling links across Seven Sisters Road.
  - V. Protect and enhance the historic character of the area through high quality design, respecting the local context of Finsbury Park and its surroundings; in particular by improving the setting of its listed buildings (i.e. the former Rainbow Theatre and 85 Stroud Green Road) and improving the appearance and condition of the area's Victorian building stock, both within and outside conservation areas (e.g. the triangle site).
  - VI. Improve connections to the wider area by establishing a clear physical and visual link between the station and the Park (Finsbury Park), and improve access to the station from the west (i.e. encouraging redevelopment of the City North site).

### Key principles

- 1.4.6. Based on the above core objectives and opportunities, and the area's context, the council is seeking to ensure that new development within the framework area is brought forward in line with the following key principles:

- A. New development should be appropriate and respectful to the context of the framework area, reflecting existing scale, form and character. Development proposals should come forward in line with Islington's adopted policies for building heights.
- B. Development proposals should conserve and enhance the historic character of the area. This includes the setting of the Grade II\* former Rainbow Theatre at 232 Seven Sisters Road, the locally listed buildings at 4-5 Goodwin Street, 240 Seven Sisters Road and 149 Fonthill Road and the area's historic building stock. Development proposals should also respect the scale and appearance of historic streetscenes.
- C. Development should achieve an acceptable noise environment for future occupiers of any residential development taking into account the constraint formed by the major road network and railway infrastructure.
- D. Buildings should be of high quality design appropriate to the overall streetscape and surroundings. Buildings should also contribute towards achieving safe, direct, active and overlooked routes and should not unacceptably harm the amenity of nearby residential properties.
- E. New development should, where possible, improve the environment for pedestrians, cyclists and bus passengers, in particular on routes to Finsbury Park Station and bus stations, including the nearby areas beneath the railway viaducts and the future pedestrian route into Finsbury Park Station via Goodwin Street.
- F. New development should contribute to the achievement of a high density, high quality mixed use environment with uses including retail, commercial, housing, including affordable housing and public and community leisure space. Intensification and redevelopment offers the opportunity for renewed employment floorspace and a new business hub in the area. The provision of affordable accommodation for small and medium size enterprises (SME) within the framework area is also strongly encouraged.



## 2. Planning policy context

### 2.1. National and regional policies

- 2.1.1. The council makes decisions about land use in the borough based on national, regional (London) and local planning policy.
- 2.1.2. The planning policy context relevant to the Finsbury Park Development Framework SPD therefore comprises a suite of planning policy documents from the national to local level. Further details on key planning policies are provided in Appendix 1, and principal planning considerations are summarised in Section 4.
- 2.1.3. At a national level the Government has undertaken a radical review of planning policy. The National Planning Policy Framework (NPPF) was published on 27 March 2012. The NPPF sets out a general framework for planning at regional and local levels. All planning applications submitted within the Finsbury Park Development Framework SPD area will be considered against the NPPF.
- 2.1.4. All planning decisions are guided by the Development Plan. In Islington this consists of the London Plan (a development strategy for Greater London produced by the Mayor of London) and Islington’s local policies set out in the Local Plan.
- 2.1.5. At a regional level, the Mayor of London produces a development strategy for Greater London called the London Plan (adopted July 2011). The London Plan designates Finsbury Park as a District Town Centre. Amendments to the adopted version (known as Revised Early Minor Alterations) were published in October 2013.
- 2.1.6. The key local planning policy documents for Islington are outlined in Section 2.2.; together they make up Islington’s Local Plan. Islington’s Local Plan has to be consistent with both regional and national policy. More information about relevant policies and guidance, with links to the council’s website, is provided in Appendix 1.

Figure 2.1 – SPD in Development Plan context



### 2.2. Relevant planning policy documents

#### 2.2.1. Policies within Islington's Local Plan that need to be taken into account include:

- recently adopted strategic planning policy documents that set out the vision for how the borough will develop over next 10-15 years, including Islington's Core Strategy, the Development Management Policies and the Site Allocations DPD. Brief summaries of these key documents are set out at section A1.1 of Appendix 1.

#### 2.2.2. Outside of the Local Plan, Supplementary Planning Documents (SPDs) add further detail to adopted policies. The SPDs that need to be considered include:

- adopted SPDs such as the Finsbury Park Town Centre SPD, the Environmental Design SPD and the Islington Streetbook SPD; and
- emerging SPDs such as the Location and Concentration of uses SPD (to be consulted on in Spring 2015) and the updated Islington Urban Design Guide SPD. These documents will gain increasing material weight as they move closer towards adoption.

#### 2.2.3. Further detail of relevant local policies is provided in Section 4 and Appendix 1.

### 2.3. Summary of area specific policies and SPDs

#### Core Strategy Policy CS 2 Finsbury Park

#### 2.3.1. The primary planning policy that will shape how Finsbury Park will develop into the future is Core Strategy (adopted February 2011) Policy CS 2 Finsbury Park. This specific spatial policy for managing growth and change in Finsbury Park reflects the strategic importance of the area's regeneration. It recognises the important retail function of the town centre, opportunities for mixed-use redevelopment around the station and the role of new development near the station in making the area less confusing, safer and easier to navigate.

#### 2.3.2. Islington Core Strategy Policy CS 2 Finsbury Park is set out in full below:

- A. Finsbury Park is a District Town Centre with main retail frontages along Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road. The Development Management Policies development plan document defines the town centre area and contain detailed policies for managing development within shopping areas.
- B. Redevelopment of low density employment sites around Finsbury Park station is supported to provide mixed-use developments of housing, employment (office, light industrial, storage and distribution), retail and leisure. Loss of some storage and distribution floorspace on these sites may be acceptable if re-provided by intensified use of surrounding sites. These sites will provide between 500 - 700 units of

housing. Self-contained conventional housing and employment uses will take priority over other uses above ground floor in this area.

- C. New developments near the station will be planned to facilitate an improved, less confusing transport interchange location and high quality public realm together with enhanced permeability.
- D. Permeability and legibility of the wider area, including areas within housing estates, and access to Finsbury Park will be improved through a combination of site redevelopments and small scale interventions linked to a public realm strategy. Joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.
- E. There will be improved walking and cycling routes through Finsbury Park area to Highbury Corner, and from Highbury Fields to Caledonian Park, to encourage walking and cycling for local residents, London Metropolitan University students and visitors to the Emirates (Arsenal) Stadium.
- F. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park and its surroundings.

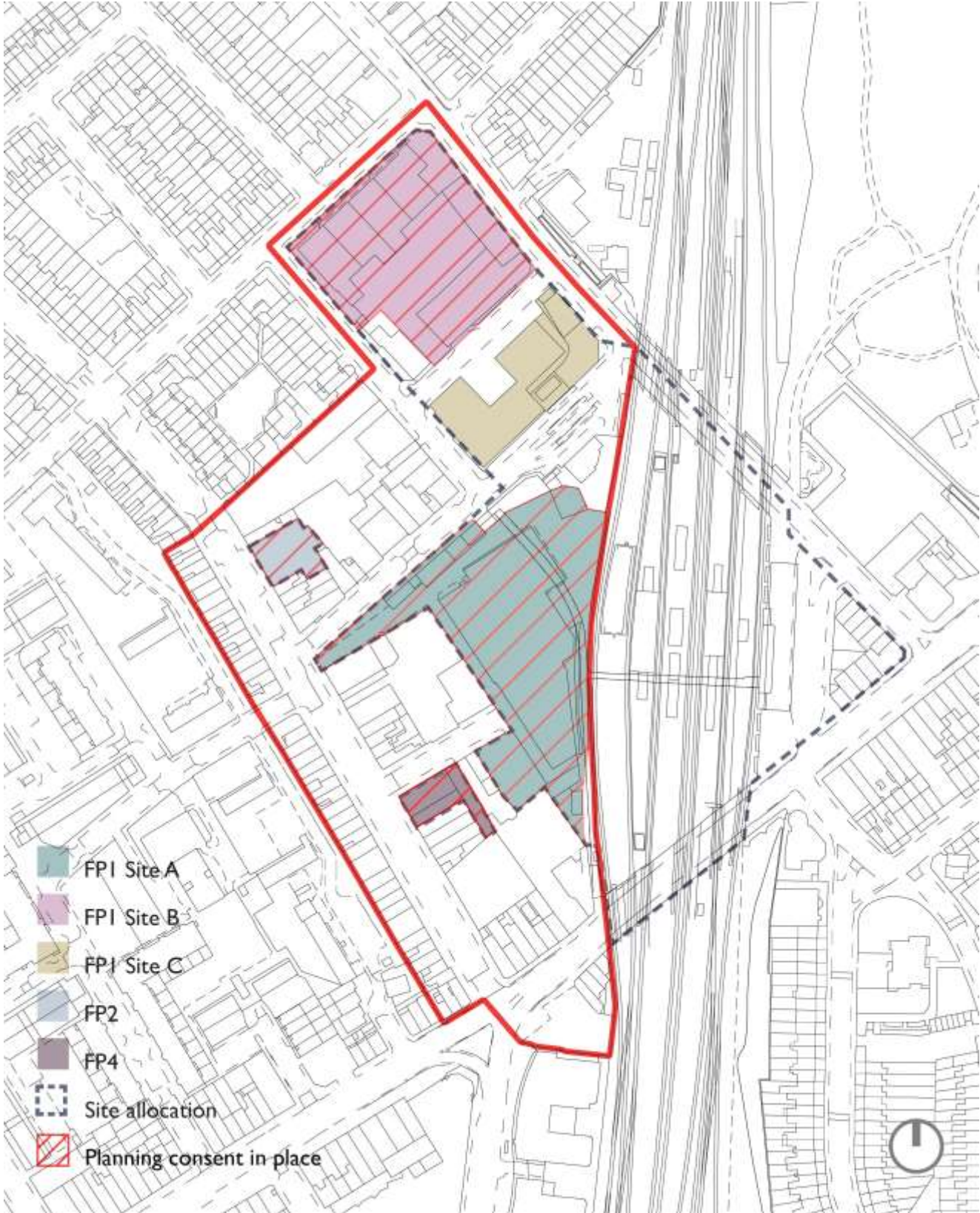
### **Development Management Policies Development Plan Document (DPD)**

- 2.3.3. Section 4 of the Development Management Policies DPD sets the boundary of the Finsbury Park District Town Centre. Section 4 of the document also includes key policies that are particularly relevant to Finsbury Park's role as a District Town Centre, including Policy DM4.1, (maintaining and promoting small and independent shops), Policy DM4.3 Section B (location and concentration of uses), Policy DM4.4 (promoting Islington's Town Centres), Policy DM4.5 (primary and secondary frontages), Policy DM4.6 (local shopping areas), Policy DM4.8 (shop fronts) and Policy DM4.10 (Public Houses). Further detail is provided in section 4 of this draft SPD.

### **Site Allocations Development Plan Document (DPD)**

- 2.3.4. Section 4 of the Site Allocations DPD builds upon Core Strategy Policy CS 2 and allocates specific uses for key sites. Three of the six sites identified in Section 4 of the Site Allocations DPD fall within the Finsbury Park Development Framework SPD boundary. The sites are referenced as; FP1, FP2, and FP4 shown in Figure 2.2. Details of the allocations are set out in A1.1.9 of Appendix 1.
- 2.3.5. The Finsbury Park Development Framework SPD aligns with the adopted allocations, where they exist, and the key principles set out at 1.4.6 and 4.1.2 are informed by these allocations.

Figure 2.2 – Site allocations



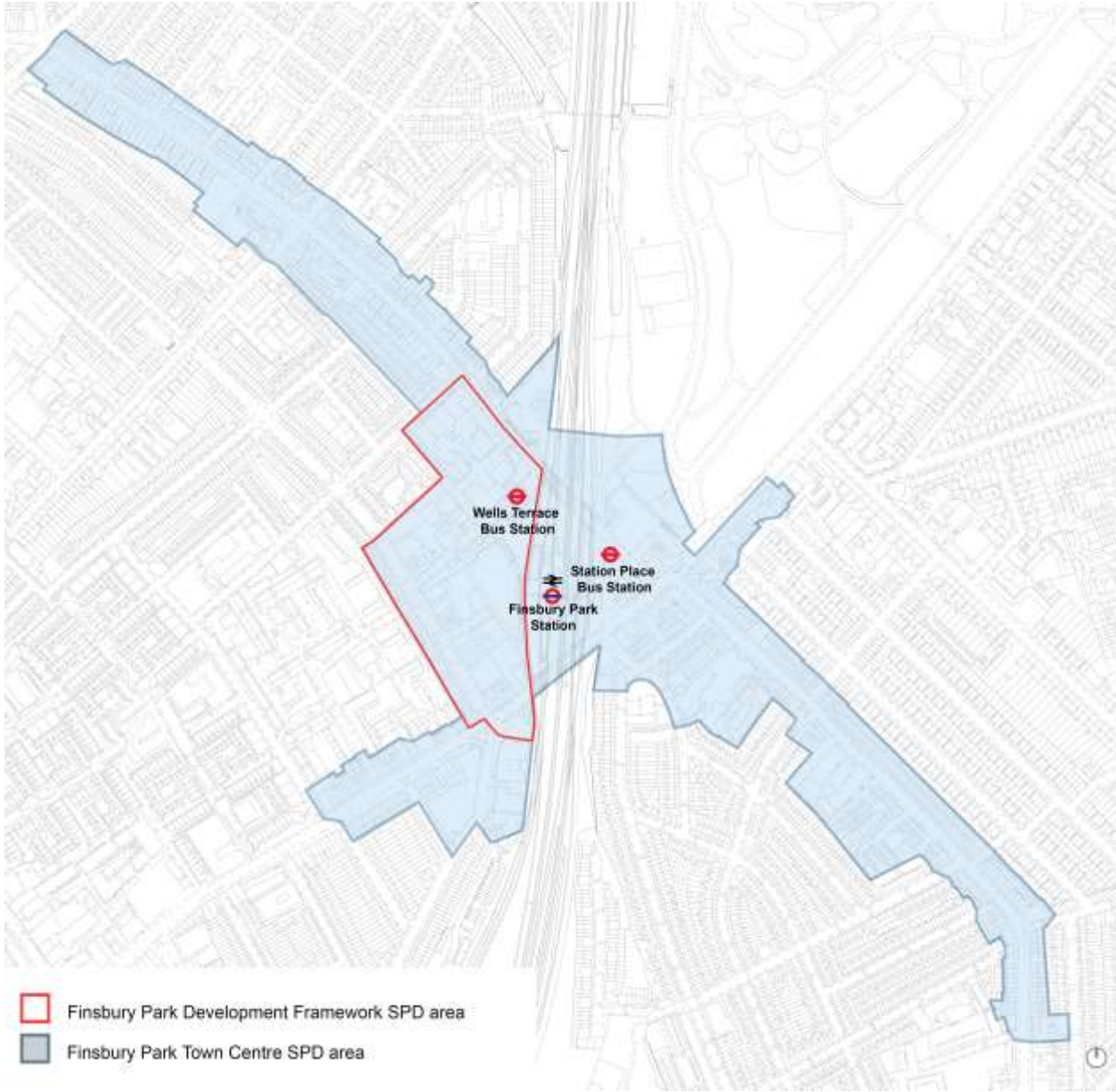
### Finsbury Park Town Centre Supplementary Planning Document (SPD)

- 2.3.6. This area-based SPD was adopted in summer 2014 by Islington, Haringey and Hackney Councils. The document was prepared to provide a clear and unified vision for the continuing regeneration of Finsbury Park Town Centre, and lists the relevant planning policies from all three local authorities. The SPD establishes the council's shared vision for the area, and acts as both a high-level guide for new development in the area and an over-arching strategy for small-scale improvements. The 'implementation and monitoring framework' section of the SPD sets out a series of actions to be undertaken to realise elements of the opportunities identified within the document.
- 2.3.7. The Finsbury Park Development Framework SPD provides further detailed planning guidance focused on the area to the west of Finsbury Park Station; an area that is currently the focus of development activity within which the council anticipates new development proposals to come forward in future years. The interface between the Finsbury Park Development Framework SPD area and the Finsbury Park Town Centre SPD is shown in Figure 2.3.

### 2.4. Future planning applications

- 2.4.1. All planning applications will be assessed by the council against its development plan. The assessment will be made against all policies that are in place at the time the decision on an application is made.
- 2.4.2. The adopted framework will provide guidance for development management purposes and, as an SPD, will be considered as a material consideration in the determination of any planning applications within the area.

Figure 2.3 – Finsbury Park Development Framework SPD area in context of adopted Finsbury Park Town Centre SPD



### 3. Description of the area

#### 3.1. Area location

- 3.1.1. Finsbury Park Town Centre is located in North London, around five kilometres north of the City of London. It occupies a strategic position due to its location at the point where the three London boroughs of Islington, Haringey and Hackney meet. Finsbury Park Town Centre is located to the north-eastern edge of the London Borough of Islington.
- 3.1.2. The Finsbury Park Development Framework SPD is focused on the part of the town centre to the west of Finsbury Park Station. The area includes the John Jones and City North sites, Wells Terrace bus station and the neighbouring Clifton House, the southern section of Fonthill Road, the former Sir George Robey Public House and a small section of Seven Sisters Road. The eastern boundary of the framework area is defined by the railway lines that bisect the town centre and Finsbury Park Station. The above elements are identified in Figure 3.1.
- 3.1.3. The boundary is set out in Figure 1.1. The area covered by the Finsbury Park Development Framework SPD has an approximate area of 5.3 hectares and falls within Islington's Finsbury Park ward.
- 3.1.4. The spatial relationship between the Finsbury Park Town Centre SPD and the Finsbury Park Development Framework SPD is shown in Figure 2.3.

#### 3.2. Area characteristics and existing context

- 3.2.1. The Finsbury Park Development Framework SPD area can be considered as four distinct character areas as identified in Figure 3.1: the emerging cultural hub around Clifton Terrace, Morris Place and Wells Terrace (area A), the City North site and neighbouring sites (area B), the Fonthill Road retail corridor (area C), and the area around Seven Sisters Road (area D).
- 3.2.2. The four areas vary in character. The Clifton Terrace, Morris Place and Wells Terrace area (area A on Figure 3.1) at the northern extent of the framework area is mainly comprised of low-rise (generally three to five storeys) ex-industrial buildings in a mix of retail and office use. New developments here, such as the Park Theatre (photo 1) and the first phase of the John Jones redevelopment (photo 2), are driving the area's reputation as a new North London cultural quarter. Wells Terrace (photo 3) and the surrounding roads are critical to the operation of the Wells Terrace bus station, constraining movement for cyclists through the area: there is a one-way network around the bus station (as shown on Figure 3.16). The area's role as an interchange between Underground and bus service at Wells Terrace creates a busy and often congested environment.
- 3.2.3. The City North site (photo 4) and neighbouring sites (area B on Figure 3.1) currently comprise low density industrial buildings, warehouses and areas of car parking. The site currently does not allow through pedestrian or vehicular through movement. There is an extant planning consent in place on the site. Details on the redevelopment plans are set out at 3.3.3.





- 3.2.4. Fonthill Road (area C on Figure 3.1) is a specialist fashion shopping area with a strong identity. Buildings on Fonthill Road are generally of the Victorian period, and are between three and four storeys in height (photo 5). The majority of frontages are well maintained, with the treatment of shop fronts contributing to an animated street scene. Recent public space works have rationalised parking arrangements with dedicated pavement level parking bays separated by trees, which has created a high quality physical environment.
- 3.2.5. The southern section of the framework area (area D on Figure 3.1) is characterised by a mostly complete collection of historic buildings around the junctions of Fonthill Road, Isledon Road and Seven Sisters Road (photo 6). The dominant element of this area is the former Rainbow Theatre, which is located at the junction of Seven Sisters Road and Isledon Road. Now in use as a church, the 1930's building is one of Finsbury Park's most important buildings as recognised by its Grade II\* listed status. The locally listed, though very degraded, former Sir George Robey public house is located close-by on Seven Sisters Road. Buildings to the east of the former Sir George Robey are single-storey modern additions and are all in retail use. The north side of Seven Sisters Road is comprised of intact Victorian terraces. Another key element of the area is formed by the railway viaducts that define the framework area's eastern boundary. Despite dividing the town centre, blocking views to the eastern part of the town centre, and the poor environmental quality underneath, the viaducts across Seven Sisters Road are a valuable legacy of the area's rapid growth during the Victorian period and contribute towards the area's rich cultural heritage.
- 3.2.6. The small section of Seven Sisters Road that falls within the framework area is part of Transport for London's (TfL) Road Network and forms the eastern end of a large gyratory one-way system. Vehicle, cycle and pedestrian movements at a busy crossroads create a hectic environment, and the relatively narrow pavement widths on either side of Seven Sisters Road are a contributing factor toward this area being considered a hostile environment for pedestrians and cyclists.

**Figure 3.2 – Images of character areas**



Photo 1: Clifton Terrace



Photo 2: Morris Place



Photo 3: Wells Terrace



Photo 4: City North site



Photo 5: Fonthill Road



Photo 6: Seven Sisters Road

### 3.3. Emerging development sites

- 3.3.1. Extant planning consents are in place on two allocated development sites within the framework area. Development on both sites has commenced.
- 3.3.2. The John Jones site (shown on Figure 2.2 as FP1 Site B) has planning consent for a mixed-use development comprising 15 residential units, over 5,000 square metres of workshop, office and gallery space, 475 student bedrooms and over 250 square metres of retail floor space. The first phase of the redevelopment was completed in March 2014, and comprises workshop, gallery and exhibition space and office use.

**Figure 3.3 – John Jones development (view of Morris Place and Stroud Green Road, incorporating 17 Stroud Green Road)**



**Figure 3.4 – City North development (view of Wells Terrace and western aspect of development)**



**Figure 3.5 – New Finsbury Park Station western ticket hall and access routes**



3.3.3. The City North site (shown on Figure 2.2 as FP1 Site A) has planning consent for a major mixed-use development, comprising 335 residential units, over 2,000 square metres of office floor space and associated leisure space, including two 21 storey towers. The consented scheme also

includes a nine screen cinema, which will increase the leisure and entertainment offer in this area.

- 3.3.4. The redevelopment proposals include the creation of a new western ticket hall for Finsbury Park Station, replacing the current entrance on Wells Terrace. The redevelopment also includes the creation of a new route through the site between Goodwin Street and Wells Terrace, connecting these two areas and providing direct links to the new western ticket hall.
- 3.3.5. The planning consent in place on the site is currently being implemented.

### 3.4. Building heights

- 3.4.1. The framework area's urban structure is generally formed of a mix of terraces and clusters of light industrial buildings that have been developed incrementally on a site by site basis. Many of the framework area's frontages feature servicing or delivery entry points, a legacy of the area's former function as a centre for clothing manufacture and other light industrial use (photo 7). Existing buildings in the framework area are generally of three to four storeys in height, with a small number of five and six storey buildings. Existing building heights within the framework area are shown on Figure 3.9.
- 3.4.2. Existing buildings in the Clifton Terrace / Wells Terrace area are generally of three to four storeys in height (photo 8). The first phase of the wider John Jones development scheme was completed in March 2014, and is five storeys with a sixth floor set back (photo 9). Existing buildings on the eastern side of Wells Terrace (close to its junction with Stroud Green Road) do not form a consistent or defined street frontage, and their degraded quality and temporary appearance presents a poor impression to those arriving at Finsbury Park Station and the bus station in what should be a welcoming gateway into Islington (photo 10).

**Figure 3.6 – Images of existing building heights 1**



Photo 7: Gap sites and servicing



Photo 8: Clifton Terrace/



Photo 9: John Jones scheme

- 3.4.3. The City North area is generally comprised of warehouses and large industrial units. Most of the site has now been cleared in anticipation of the delivery of the consented development plans (photo 11).

**Figure 3.7 – Images of existing building heights 2**



Photo 10: Wells Terrace



Photo 11: City North existing



Photo 12: Later additions

- 3.4.4. Fonthill Road comprises a mix of Victorian buildings and some modern infill development generally of three to four storeys in height, some with later additions of dormers or additional floors (photo 12). The tower that forms part of 149 Fonthill Road lies close to the junction with Seven Sisters Road and acts as a local landmark (photo 18).
- 3.4.5. The northern side of Seven Sisters Road is comprised of a three storey Victorian parade (photo 13). The south side is comprised of the three-storey former Sir George Robey public house and a series of single storey retail units (photo 14). Despite its location outside of the framework area, the former Rainbow Theatre dominates the character of the area as a result of its large scale, and forms an important local landmark. The building occupies a prominent corner plot, and is three storeys on its Isledon Road and Seven Sisters Road frontages, rising to five storeys at its corner (photo 15).

**Figure 3.8 – Images of existing building heights 3**



Photo 13: Seven Sisters Road (north)

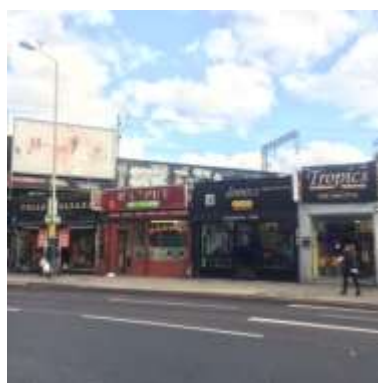
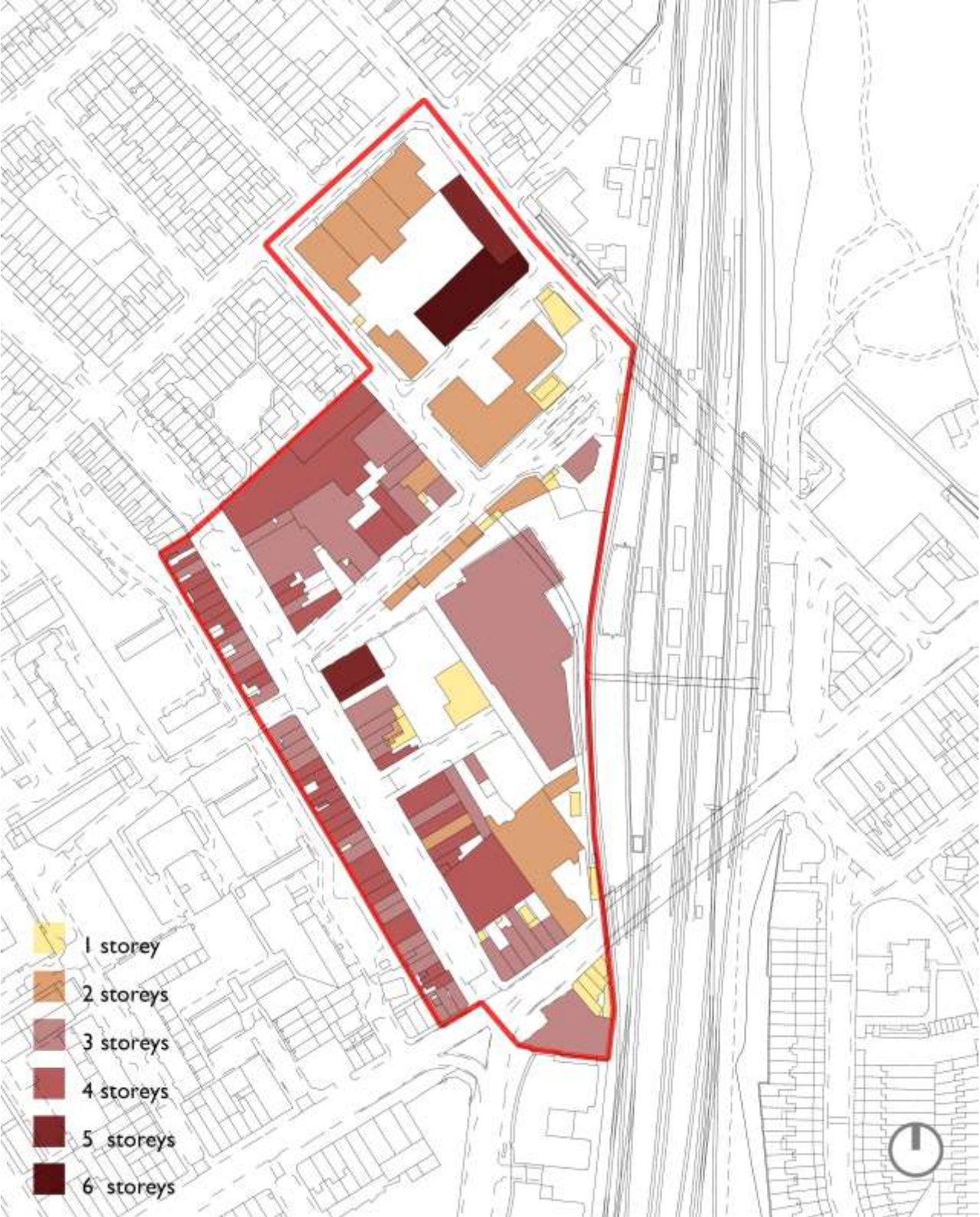


Photo 14: Seven Sisters Road (south)



Photo 15: 232 Seven Sisters Road

Figure 3.9 – Existing building heights



### 3.5. Historic character and heritage

- 3.5.1. The framework area is home to a number of heritage assets, a legacy of the area's rich historic and cultural heritage. The Grade II\* listed former Rainbow Theatre at 232 Seven Sisters Road (photo 16) is located just outside of the framework area, and development proposals coming forward must respect the building's setting and context. The framework area also includes three locally listed buildings that are clustered around Fonthill Road, as shown in Figure 3.12.
- 3.5.2. An Edwardian former postal sorting office is located at 4-5 Goodwin Street (photo 17) and will remain once the City North scheme is delivered. 149 Fonthill Road (photo 18) forms the end of the eastern side of Fonthill Road, and is terminated to the south by a distinctive octagonal five storey tower.

**Figure 3.10 – Images of local heritage assets 1**



Photo 16: 232 Seven Sisters Road



Photo 17: 4-5 Goodwin Street



Photo 18: 149 Fonthill Road

- 3.5.3. The former Sir George Robey public house at 240 Seven Sisters Road is located at the southern extent of the framework area (photo 19). The building occupies a prominent position on the corner of Seven Sisters Road and Isledon Road (opposite the former Rainbow Theatre). The building has been vacant for some time and despite its degraded condition, the council wishes to see the building returned to a good condition and brought back into active use. The former Sir George Robey is located around 25 metres from the former Rainbow Theatre and with the intact historic fabric on the northern side of Seven Sisters Road is a key part of a valuable collection of historic buildings. Built before the former Rainbow Theatre, the former Sir George Robey sits comfortably alongside the Grade II\* listed building and does not challenge its prominence or impact on its setting. The collection of buildings at the junction of Seven Sisters Road, Fonthill Road and Isledon Road is the most intact grouping of historic buildings in the framework area, and their setting or significance should not be harmed or negatively impacted by new development.
- 3.5.4. In addition to locally listed buildings, the area includes historic buildings of varying degrees of heritage significance, some degraded due to the extent of alterations and rebuilding that has been carried out. The north side of Seven Sisters Road features an intact parade of mid to late Victorian buildings (photo 20). Fonthill Road features a mix of Victorian terraced buildings and post-war infill developments and rebuilding (photo 21). Unfortunately, some of Fonthill Road's remaining historic fabric has been insensitively altered or is much degraded. Post-war buildings

that now operate as shops or cafes at ground floor level are generally of utilitarian design as many were originally built for industrial use.

- 3.5.5. A number of conservation areas lay just outside of the framework area. The Tollington and Stroud Green Conservation Areas in Islington and the Stroud Green Conservation area in Haringey are all located to the north of the framework area. The Grade II listed Finsbury park lies to the east of the framework area.

**Figure 3.11 – Images of local heritage assets 2**



Photo 19: 240 Seven Sisters Road



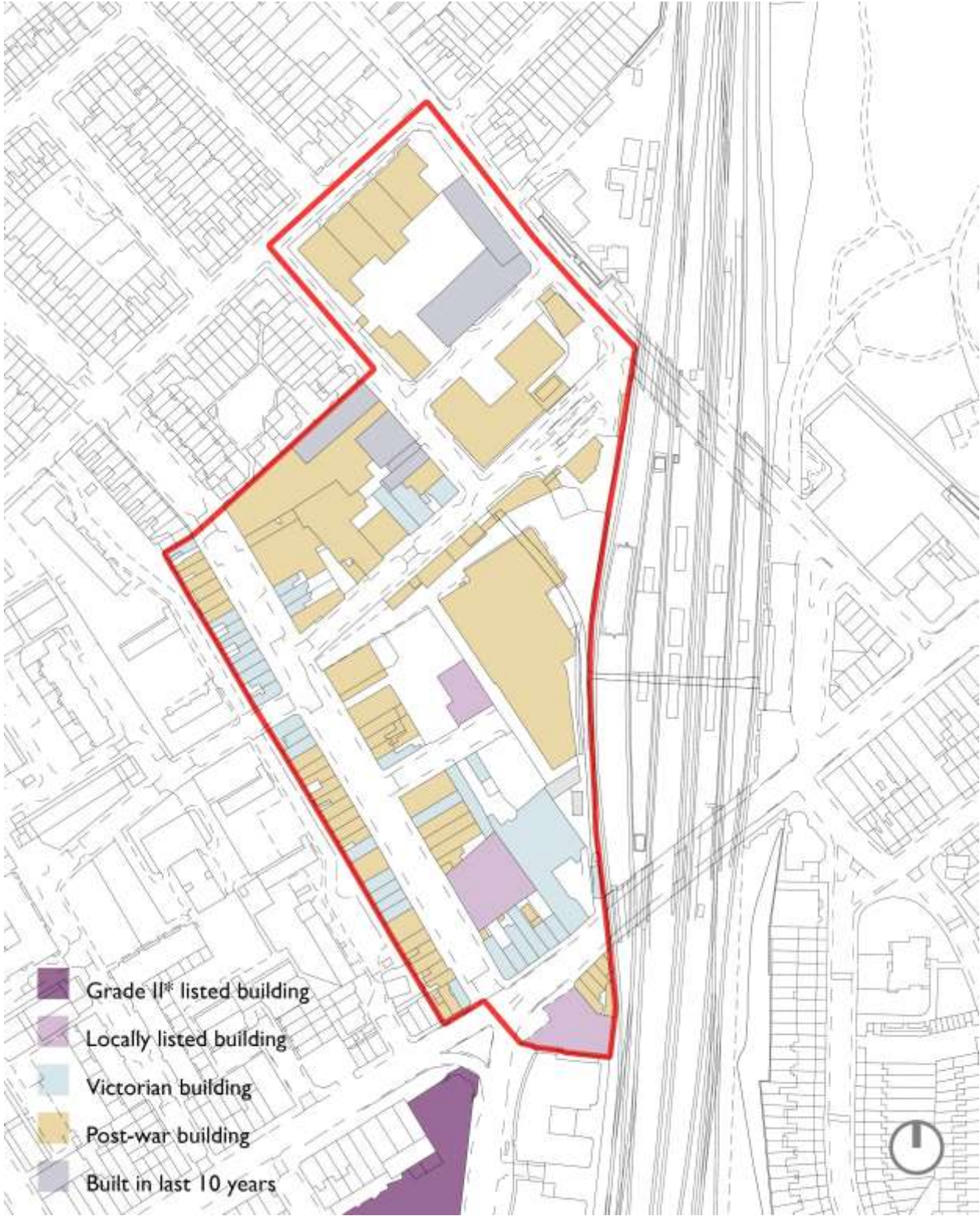
Photo 20: Intact Victorian fabric



Photo 21: Alterations



Figure 3.12 – Historic character and heritage



### 3.6. Movement and connectivity

- 3.6.1. The framework area suffers from a lack of permeability, restricting opportunities for walking or cycling away from the main and often busy roads. This is in part caused by the railway lines and the station. Also the City North site prohibits pedestrian through movement. However, the consented redevelopment scheme for the site will introduce new pedestrian through routes as shown in Figure 3.5.
- 3.6.2. Finsbury Park Station limits opportunities to create new routes and connections. Whilst the station acts as a barrier to pedestrian movement, pedestrians are able to use its tunnels as short cuts to move between Station Place, Seven Sisters Road and Wells Terrace, in particular for interchange between the three main bus stop areas, due to the absence of ticket barriers. The closure of the Wells Terrace station entrance in April 2015 will remove this opportunity, preventing north-south and east-west pedestrian routes through the station. However, the tunnels are not public rights of way.
- 3.6.3. The railway bridges at Stroud Green Road and Seven Sisters Road are key routes for those travelling east-west (Seven Sisters Road) or north-south (Stroud Green Road) through the framework area, but present a poor quality environment for users.
- 3.6.4. The City North scheme will also incorporate a new western ticket hall for Finsbury Park Station. This will replace the current Wells Terrace ticket hall, but retain access to Wells Terrace via a new street and create a new access to Fonthill Road via Goodwin Street, as shown on Figure 3.5.

Figure 3.13– Movement and connectivity



### 3.7. Land use

- 3.7.1. The majority of ground floor units in the framework area are occupied by class A land uses (i.e. retail): 78% of the overall ground floor land uses in the area are occupied by either shops, professional services, restaurants or cafes, drinking establishments or hot food takeaways. Of these class A uses, 80% are shops, with 9% operating as restaurants or cafes and 2% as hot food takeaways. These uses are concentrated along Fonthill Road, Clifton Terrace and Wells Terrace, as shown in Figure 3.14.
- 3.7.2. The Clifton Terrace / Morris Place / Wells Terrace area is mostly comprised of retail (photo 22), mixed with cultural facilities such as the Park Theatre and the new John Jones gallery space. This area will continue to change with the construction of the wider John Jones mixed use development, which includes new employment space, retail and student accommodation. The south side of Wells Terrace includes a ticket hall and entrance to Finsbury Park Station.
- 3.7.3. The City North area is currently occupied by a mix of buildings that formerly supported industrial uses, such as distribution and storage space and car parking. The area has been vacated in readiness for the construction of the consented redevelopment proposals.
- 3.7.4. Fonthill Road is occupied primarily by retail uses, and is a specialist shopping area for fashion clothing (photo 23). The street was identified in Islington Council's Town Centres Review and Healthcheck<sup>1</sup> (2012) as the best performing retail area within the wider Finsbury Park Town Centre.
- 3.7.5. Community uses occupy part of the ground floors on the north side of Seven Sisters Road, including the FinSpace community facility operated by the Finsbury Park Trust and the Muslim Welfare House. The single storey buildings on the south side of Seven Sisters Road are occupied by retail uses (photo 24).

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<sup>1</sup> Islington Council Town Centres Review and Healthcheck, 2012

Figure 3.14 – Existing land use

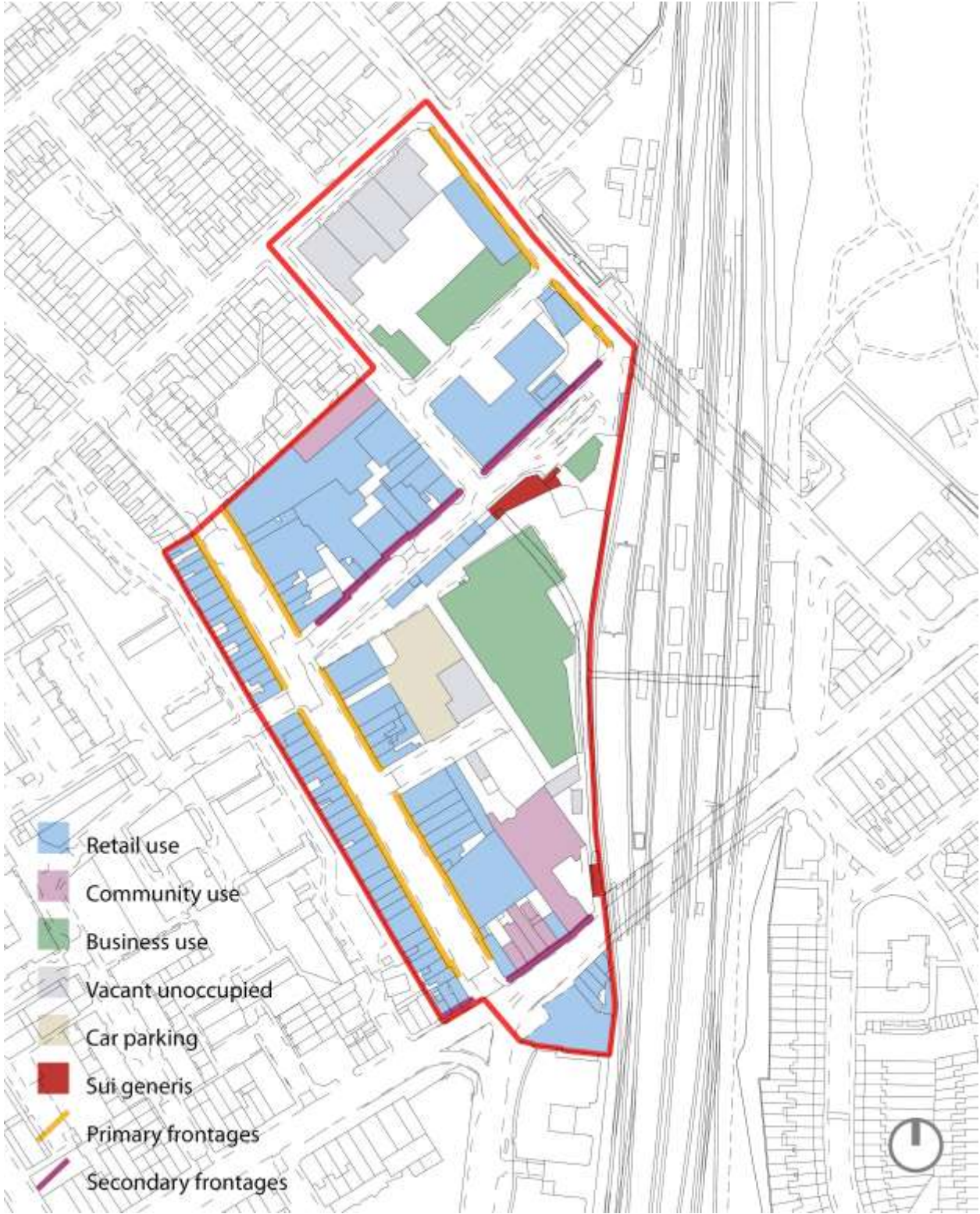


Figure 3.15 – Images of typical land uses within framework area



Photo 22: Wells Terrace



Photo 23: Fonthill Road

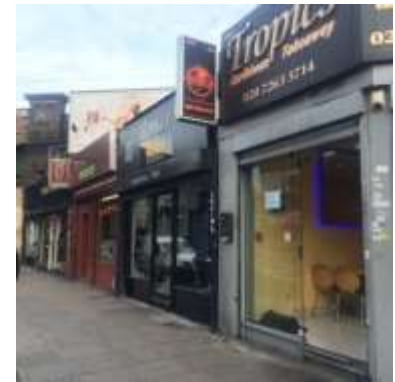


Photo 24: Seven Sisters Road

### 3.8. Local transport context and public transport accessibility

- 3.8.1. The framework area takes in sections of two major north London roads. The southern boundary of the framework falls across Seven Sisters Road (the A503), which is a major north London route and part of Transport for London's Road Network. This east-west route forms the spine of the wider town centre: the road is host to many of the area's key amenities and services, forms a key frontage onto Finsbury Park itself and is an access point for Finsbury Park Station and Station Place bus station. The section of Seven Sisters Road that falls within the framework area is a heavily trafficked junction and forms the eastern end of a large gyratory system. The area accommodates numerous pedestrian movements, resulting in a busy and often chaotic environment.
- 3.8.2. Stroud Green Road (the A12010) forms the north-eastern boundary of the framework area. The road is characterised by heavy bus traffic due to its proximity to the bus station at Wells Terrace. The low railway viaducts across Stroud Green Road at its junction with Wells Terrace limit the types of vehicles that can pass beneath it, constraining vehicular movement in the area, and in this case the routes of double decker buses. Details of the local traffic and transport network are shown on Figure 3.16.
- 3.8.3. Finsbury Park is also a major bus interchange with three main bus stop areas: Station Place, Seven Sisters Road and Wells Terrace. Wells Terrace bus station is located in the north east of the framework area and provides connections from Finsbury Park northwards to Archway, Highgate and Crouch End. The location of the bus stations is shown on Figure 3.16.
- 3.8.4. Finsbury Park Station lies just outside of the framework area, but is a key driver for many vehicular and pedestrian movements within the framework area. The station is one of the busiest transport interchanges in London outside of Zone 1, providing links to Central and North East London on the Piccadilly and Victoria Lines, and First Capital Connect train services to Kings Cross and the City, and north to Cambridge and Stevenage. The strategic importance of Finsbury Park Station is recognised by TfL and Network Rail, and capacity improvements are planned for the Underground network. The recent upgrade of the Victoria Line has increased capacity on the line by 21% and a planned upgrade of the Piccadilly Line will increase capacity on this line by 24%.

3.8.5. Finsbury Park Station will be served by Thameslink services from 2018. This will provide direct services from Peterborough and Cambridge via central London to destinations in the south, such as Gatwick and Brighton.

Figure 3.16 – Local transport network



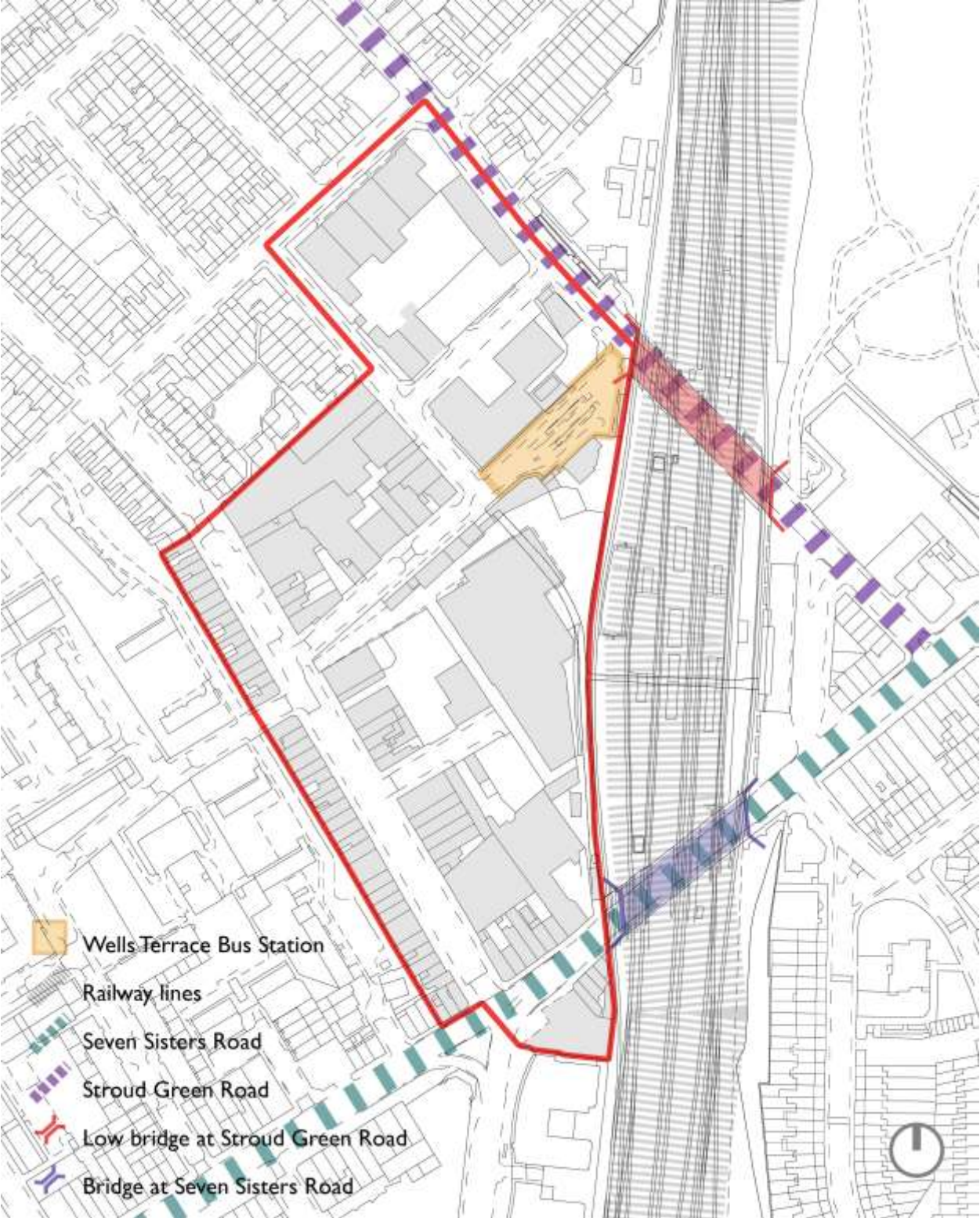
- 3.8.6. TfL has recently completed the installation of two additional spiral staircases to increase interchange capacity between Underground and National Rail platforms. In Spring 2015 TfL plans to install ticket gates at the Underground station entrances, and will work to deliver the above mentioned new western ticket hall as part of the City North redevelopment. TfL and Network Rail are also working together on proposals to deliver integrated step-free access (lifts) by 2018.
- 3.8.7. Provision for cycling in the area is poor. The majority of the framework area is a hostile environment for cyclists, in particular Seven Sisters Road.

### 3.9. Area constraints

- 3.9.1. The framework area's main constraint is presented by the railway viaducts that serve Finsbury Park Station. The station and associated railway infrastructure bisect the town centre and constrain movement from the framework area to the east.
- 3.9.2. The framework area is further constrained by two major roads: Seven Sisters Road and Stroud Green Road. The busy routes act as a barrier to pedestrian movement and combined with the railway lines introduce constraints on three sides around the framework area, as shown on Figure 3.17.
- 3.9.3. Future development around the Wells Terrace area is constrained by the location of Wells Terrace bus station, as shown on Figure 3.17. The bus station's strategic role requires that future development does not affect its operations or the amenity of its users.



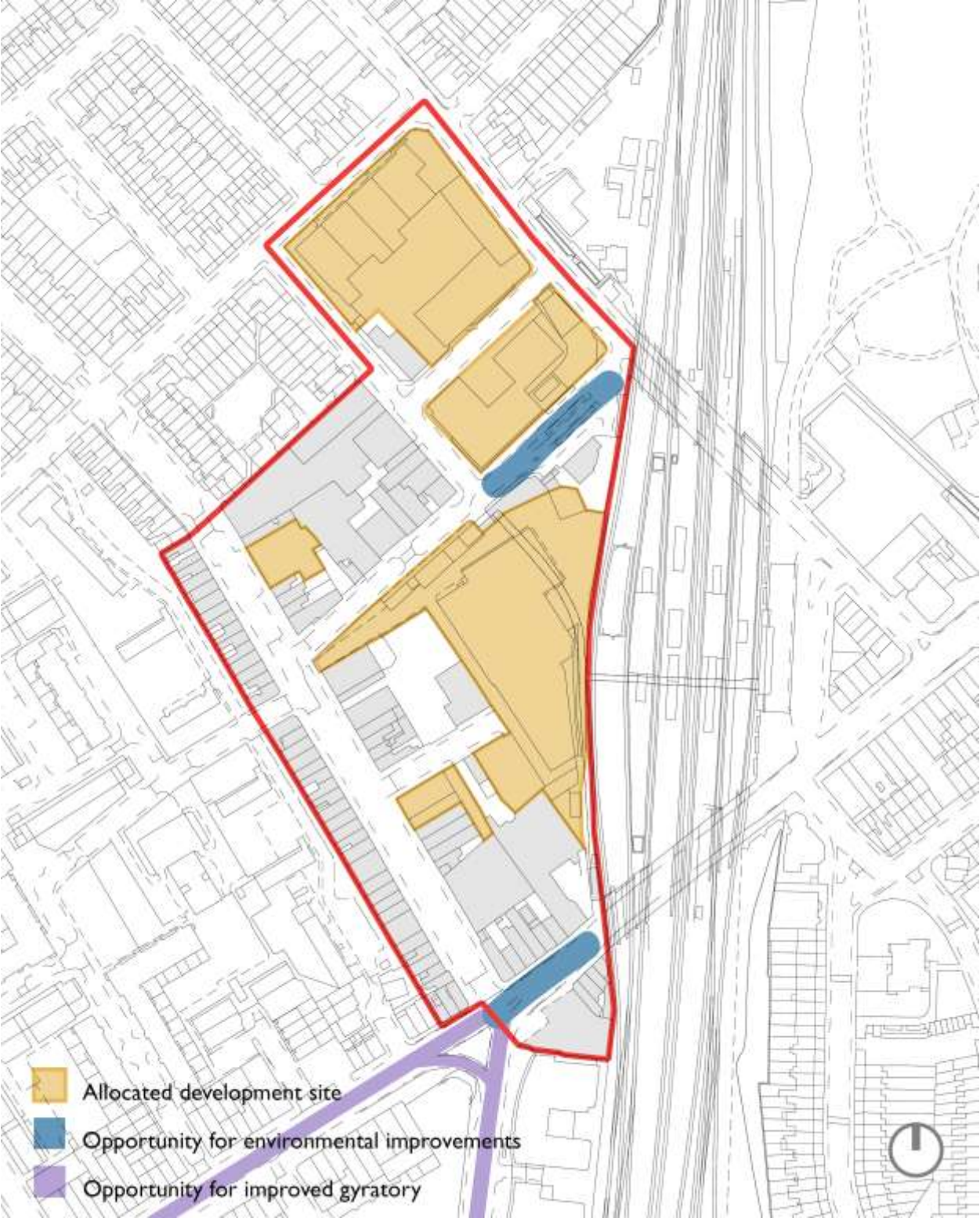
Figure 3.17 – Site constraints within framework area



### 3.10. Summary of key development sites and opportunity areas

- 3.10.1. Despite the framework area's relatively intact built form, there are opportunities for new developments to contribute to the area's vitality as a retail centre, provide employment opportunities, enhance its residential offer and capitalise upon its strong transport linkages.
- 3.10.2. The most significant development opportunity in the area is the block bounded by Wells Terrace, Clifton Terrace, Morris Place and Stroud Green Road (FP1 Site B on Figure 2.2). The site occupies a highly strategic location in close proximity to Finsbury Park Station and Wells Terrace bus station, but fails to successfully capitalise upon the positive opportunities provided by its location. Redevelopment of the site should respond appropriately to its location within Finsbury Park's emerging creative hub, centred around the development of the John Jones scheme and the Park Theatre. The site is identified within Islington's Site Allocations DPD as Site C within the Site FP1 allocation. Further details on this allocation are set out at A.1.9.
- 3.10.3. The two other areas that provide the greatest opportunity for redevelopment, the City North area and the John Jones site (FP1 Site A and FP1 Site B on Figure 2.2), are already being developed and are identified within Islington's Site Allocations DPD as Site A and Site C respectively within the Site FP1 allocation. Further details on this allocation are set out at A.1.9. Further details on the consented plans are set out at 3.3.
- 3.10.4. Two other key opportunities in the area are the sites identified in the Site Allocations DPD as Site FP2 and Site FP4 (shown on Figure 2.2). These allocated sites are considered to have the potential to provide retail-led mixed-use development on the Fonthill Road corridor, further contributing this area's vibrancy and vitality.
- 3.10.5. There are also opportunities to improve the local road network and public spaces for cyclists and pedestrians. The section of Seven Sisters Road that falls within the framework area is part of the eastern end of the Nag's Head gyratory. The design of the gyratory is currently being developed by TfL. Furthermore, the council is exploring how improvements in the wider area can improve the experience of public transport users, pedestrians and cyclists.

Figure 3.18 – Key development sites and opportunity areas



### 4. Development guidelines

#### 4.1. Key principles

- 4.1.1. This section outlines the key guidelines for any future development activity in the framework area. Further information on specific planning policies is provided in Appendix 1 of this SPD.
- 4.1.2. Any development proposals coming forward in the framework area must clearly demonstrate how they appropriately address the following key principles:
- A. New development should be appropriate and respectful to the context of the framework area, reflecting existing scale, form and character. Development proposals should come forward in line with Islington's adopted policies for building heights.
  - B. Development proposals should conserve and enhance the historic character of the area. This includes the setting of the Grade II\* former Rainbow Theatre at 232 Seven Sisters Road, the locally listed buildings at 4-5 Goodwin Street, 240 Seven Sisters Road and 149 Fonthill Road and the area's historic building stock. Development proposals should also respect the scale and appearance of historic streetscenes.
  - C. Development should achieve an acceptable noise environment for future occupiers of any residential development taking into account the constraint formed by the major road network and railway infrastructure.
  - D. Buildings should be of high quality design appropriate to the overall streetscape and surroundings. Buildings should also contribute towards achieving safe, direct, active and overlooked routes and should not unacceptably harm the amenity of nearby residential properties.
  - E. New development should, where possible, improve the environment for pedestrians, cyclists and bus passengers, in particular on routes to Finsbury Park Station and bus stations, including the nearby areas beneath the railway viaducts and the future pedestrian route into Finsbury Park Station via Goodwin Street.
  - F. New development should contribute to the achievement of a high density, high quality mixed use environment with uses including retail, commercial, housing, including affordable housing and public and community leisure space. Intensification and redevelopment offers the opportunity for renewed employment floorspace and a new business hub in the area. The provision of affordable accommodation for small and medium size enterprises (SME) within the framework area is also strongly encouraged.

### 4.2. Spatial guidance and planning considerations

- 4.2.1. Following the area description, analysis in Section 3 and the above key principles, the headings below identify some of the key planning considerations for the framework area to which any future development proposals must respond appropriately.
- 4.2.2. It also provides spatial development guidance to clearly indicate how new development in the area is expected to come forward. The indicative plans give spatial form to the council's adopted planning policies. Whilst development proposals may vary from the suggested framework for development, key principles on elements such as building heights should be carefully considered by prospective applicants when preparing development proposals.
- 4.2.3. Relevant planning policies are set out following the spatial guidance.

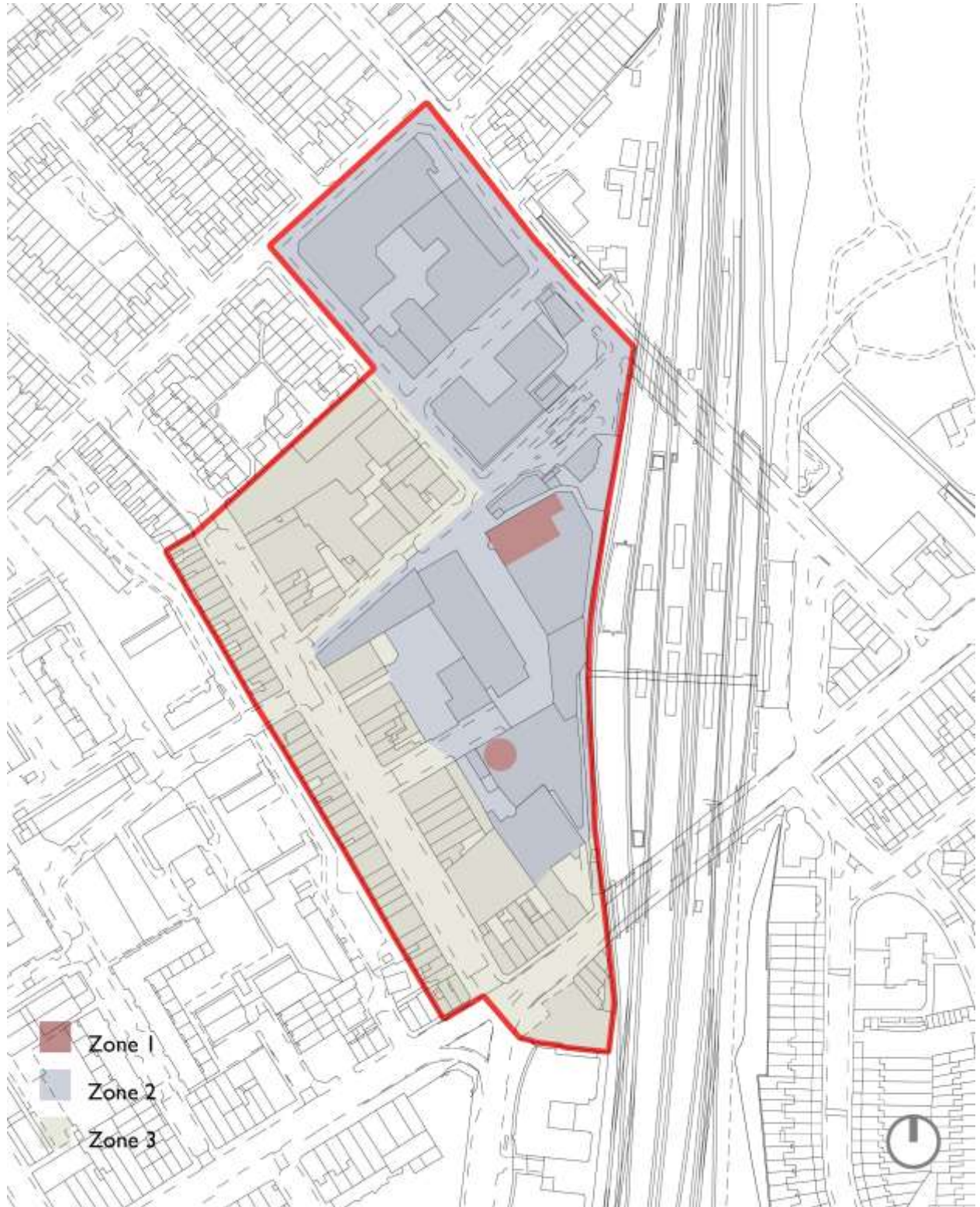
### 4.3. Building heights

- 4.3.1. The council expects any new development proposals brought forward within the framework area to appropriately consider the existing townscape character in terms of density and scale, consider the suggested building heights as indicated in Figure 4.1 and be in line with the policies set out in paragraphs 4.3.6 to 4.3.8.

#### Spatial guidance

- 4.3.2. Two 21 storey towers were granted planning consent as part of the City North scheme (approved under now outdated and superseded planning policies). The towers are shown as Zone 1 on Figure 4.1. The two towers will be the tallest buildings in the framework area. It is important to note that tall buildings in this area are no longer supported under current policy as set out below.
- 4.3.3. New development on sites shown as Zone 2 on Figure 4.1 should significantly step down in height from the scale of the two towers. However, developments on these sites may potentially be taller than the existing three to four storey buildings in the area. New development in this transition zone between Zone 1 and Zone 3 should strike an appropriate balance between responding to existing context and recognising the taller elements of the City North scheme.
- 4.3.4. New development within the area shown as Zone 3 on Figure 4.1 should step down in height from development in Zone 2 and sit comfortably alongside the existing building heights context of three to four storey buildings.
- 4.3.5. The acceptable height of new buildings and extensions to existing buildings will be agreed on a site specific basis and will depend on the design, treatment of roofs and the layout of development proposals in relation to the surrounding townscape context.

Figure 4.1 – Indicative building heights



## Planning considerations

- 4.3.6. Proposals for new development in the framework area should be designed in line with London Plan Policy 7.7 (Location and design of tall and large buildings), which requires that development

proposals should relate positively to the form, proportion, scale and character of surrounding areas and should not have an unacceptably harmful impact on their surroundings.

- 4.3.7. Core Strategy Policy CS 9 Part A requires that new buildings should be sympathetic in scale and appearance and be completely complementary to local identity. Core Strategy Policy CS 9 Part E requires that new developments and buildings be designed on a human scale and make the most efficient use the site area. However, it is important to note that tall buildings are not considered appropriate outside of the south of Islington. Development Management Policy DM2.1 (Design) Part C stipulates that ‘the only locations in Islington where tall buildings may be suitable are set out in the Finsbury Local Plan’. The Finsbury Local Plan subsequently identifies some areas at the southern boundary of the borough as the only areas suitable for tall buildings, therefore it is important to note that tall buildings will not be supported within the Finsbury Park Framework area. Core Strategy Policy CS 9 Part E refers to the fact that ‘high densities can be achieved through high quality design without the need for tall buildings’, so whilst tall buildings are not appropriate, new development should still contribute to achieving high density mixed-use development.
- 4.3.8. Part A (vii) of Development Management Policies DPD Policy DM2.1(Design) provides clear guidance that for a development proposal to be acceptable it is required to ‘respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character, surrounding heritage assets and locally distinctive patterns of development and landscape’.

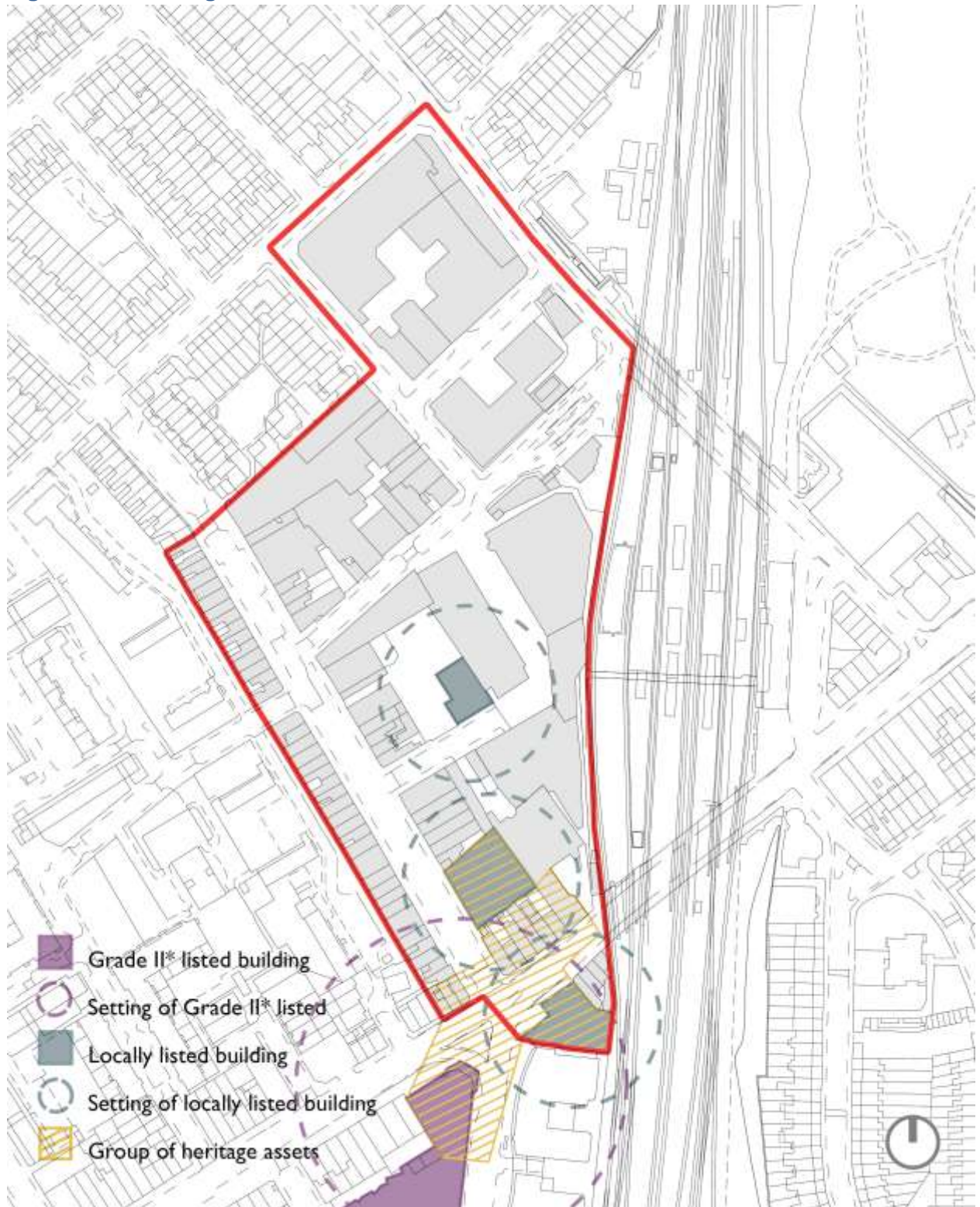
#### 4.4. Historic character and heritage

- 4.4.1. The council expects all development proposals for sites within the framework area to respect and respond to local character and distinctiveness. The framework area includes intact historic building stock, a number of locally listed buildings and a Grade II\* listed building (just outside the framework area). Their setting must be carefully considered as part of any development proposals, which should be brought forward in consideration of the local historic context as shown in Figure 4.2 and in line with the policies set out in paragraphs 4.4.3 to 4.4.8.

#### Spatial guidance

- 4.4.2. Development proposals in certain parts of the framework area will need to pay particular regard to the value and significance of individual and grouped historic buildings (as shown within the yellow line on Figure 4.2) and the setting of designated and non-designated heritage assets.

Figure 4.2 – Heritage context considerations



## Planning considerations

- 4.4.3. Development proposals should be brought forward in line with London Plan Policy 7.4 (Local character) with careful regard to the area's existing form, function and structure. Consideration should also be given to existing building scale and massing, and new development should build



on positive existing elements to enhance character. The policy also requires that designs for new development should be informed by the surrounding historic environment.

- 4.4.4. In accordance with London Plan Policy 7.8 (Heritage assets and archaeology), new development must carefully consider the framework area's heritage assets (shown on Figures 3.12 and 4.2), and where appropriate should identify, value, conserve, restore, re-use and incorporate heritage assets. The policy advises that development affecting heritage assets and their settings should conserve their significance by being sympathetic to existing form, scale, materials and architectural detail.
- 4.4.5. Development proposals should be brought forward in line with Core Strategy Policy CS 9 (Protecting and Enhancing Islington's built and historic environment). Part A of this policy requires that new development be sympathetic in scale and appearance and complementary to local identity. In accordance with Core Strategy Policy CS 9 Part B, future development must consider the historic significance of the framework area's unique heritage assets. Core Strategy Policy CS 2 (Finsbury Park) Part F requires that 'the historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park and its surroundings'.
- 4.4.6. Development Management Policy DM2.3 (Heritage) (A) advises that new development that makes a positive contribution to the area's historic environment will be encouraged, and development that harms the significance of the area's heritage assets will not be supported.
- 4.4.7. Development Management Policy DM2.3 (Heritage) (C) (iii) states that 'new developments within the setting of a listed building are required to be of good quality contextual design'. The policy also states that 'new development within the setting of a listed building which harms its significance will not be permitted unless there is a clear and convincing justification, and substantial harm will be strongly resisted'.
- 4.4.8. Development Management Policy DM2.3 (Heritage) (E) provides that 'the council will encourage the retention, 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'.

### 4.5. Amenity

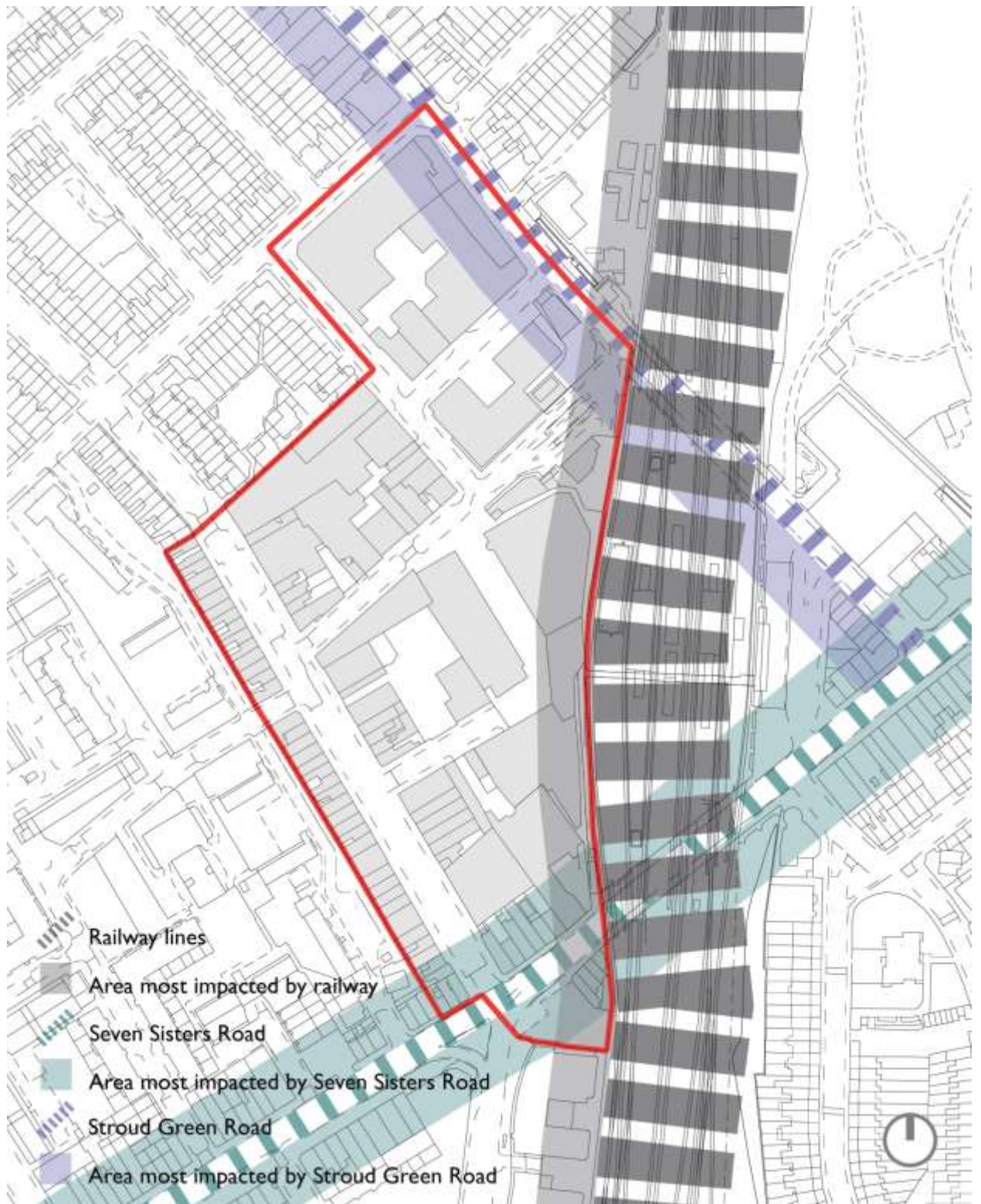
- 4.5.1. The council wishes to ensure that development proposals that are brought forward carefully consider the amenity of future users. Development on certain sites in close proximity to busy roads or railway lines will need to pay particular regard to noise and vibration levels, with appropriate mitigation measures provided. Proposals for new development in the framework area should respond to the amenity considerations identified in Figure 4.3 and come forward in line with the policies set out in paragraphs 4.5.4 to 4.5.8.

### Spatial guidance

- 4.5.2. Any future development proposals will be required to demonstrate that a high standard of amenity will be achieved for future residents.

- 4.5.3. The operations and viability of existing and future cultural facilities should not be compromised by future neighbouring uses.
- 4.5.4. Development proposals for sites close to Seven Sisters Road, Stroud Green Road and the railway lines that serve Finsbury Park Station should carefully consider amenity issues, in particular the impact of noise and vibration from the road and/or railway.

Figure 4.3 – Amenity considerations



### Planning considerations

- 4.5.5. Development proposals should accord with London Plan Policy 7.15 (Reducing noise and enhancing soundscapes). In line with this policy development proposals should seek to reduce noise by implementing the objectives of the Mayor of London's Ambient Noise Strategy (2004).
- 4.5.6. In line with Core Strategy Policy CS 12 (Meeting the housing challenge) Part F, the design of new residential development should give appropriate consideration to, and avoid or mitigate, any potential noise and vibration issues for future occupants, in particular arising from the railway and major roads.
- 4.5.7. Development Management Policy DM2.1 (Design) Part A (x) adds further detail to this policy, requiring that new development should 'provide a good level of amenity including consideration of noise and the impact of disturbance'.
- 4.5.8. In addition, Policy DM3.7 (Noise and vibration, residential uses) provides further guidance for new residential development regarding noise and vibration. Part D of the policy requires that 'residential developments should be adequately separated from major sources of noise, such as road, rail and certain types of development', whilst Part E requires that 'proposals for residential development adjacent to railway lines (or other sites that may be subject to vibration) should incorporate adequate mitigation to ensure a good standard of amenity for future occupants'. Policy DM 6.1 (Healthy development) also seeks to ensure that the amenity of residents is not compromised by noise nuisance. Part G of the policy states that 'noise sensitive development should be adequately separated from major sources of noise, such as road, rail and certain types of development'.
- 4.5.9. The Site Allocations DPD provides that for new development within Finsbury Park 'developments should achieve an acceptable noise environment for future occupiers of any residential element'.

### 4.6. Design quality

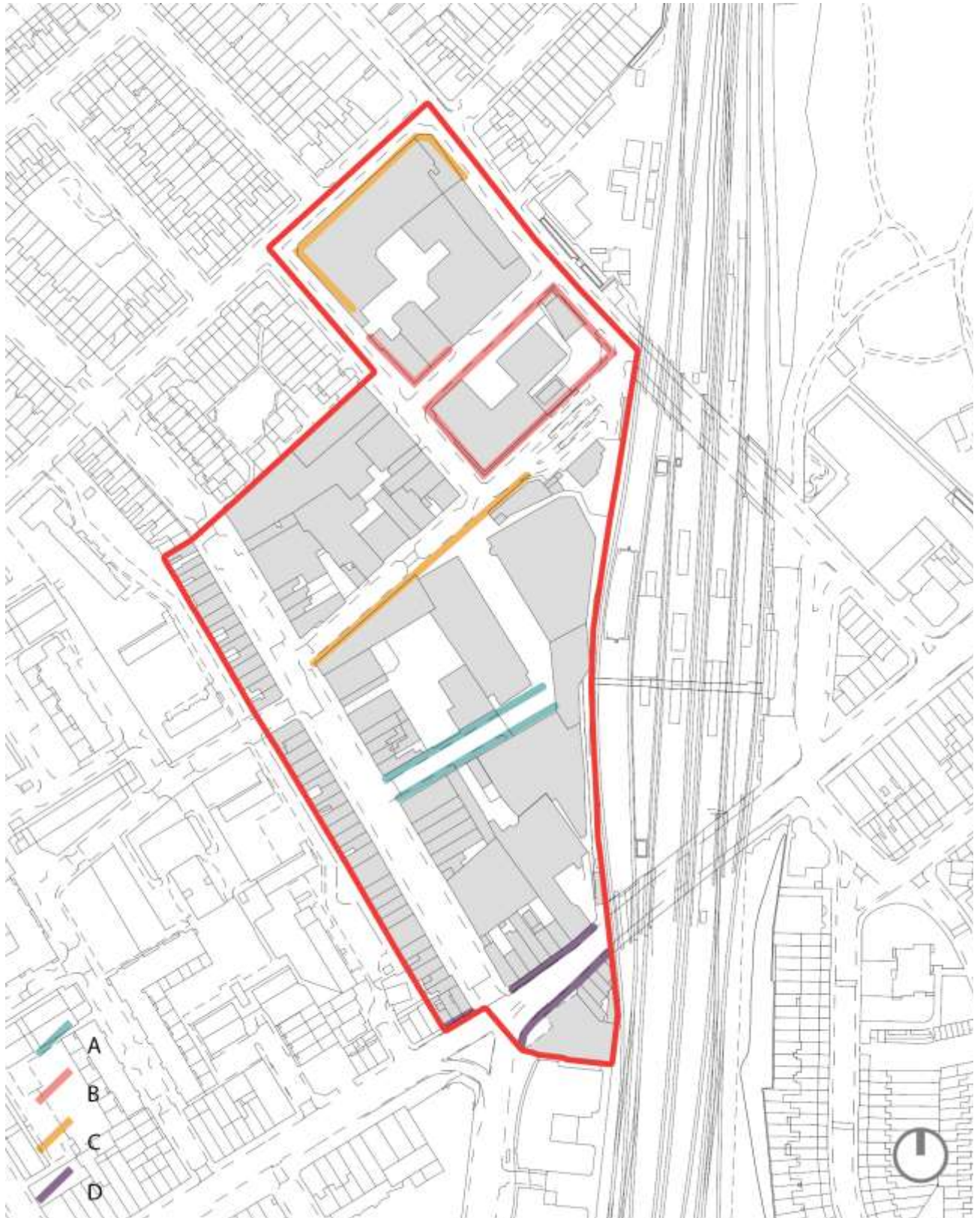
- 4.6.1. The Council expects all development proposals to comprise high quality contextual design in response to the framework area's location within a District Town Centre. High quality design should form the basis of all development proposals, particularly in areas identified in Figure 4.4, and proposals should come forward in line with the policies set out in paragraphs 4.6.6 to 4.6.10.

### Spatial guidance

- 4.6.2. Development proposals should respond to the changing character and role of streets that will take place as new developments are delivered in the area. As part of the City North redevelopment, Goodwin Street will be transformed from a cul-de-sac into an important pedestrian route providing access between the new entrance to Finsbury Park Station and Fonthill Road. New development in this area should respond to new role of Goodwin Street as a key pedestrian route and contribute to the creation of a vibrant and active street scene. These frontages are shown as A on Figure 4.4.

- 4.6.3. Proposals for new development on the Clifton House site and the adjacent site on the corner of Morris Place and Clifton Terrace should seek to create high quality, animated street frontages at ground floor level. Future development proposals on these sites should respond to the changing character of the Clifton Terrace, Morris Place and Wells Terrace area that is happening as a result of the redevelopment of the John Jones site to the north of this character area and the City North redevelopment at the southern end of the character area. These frontages are shown as B on Figure 4.4.
- 4.6.4. The street frontages around the John Jones site and the Wells Terrace frontage of the City North site currently lack activity, but as part of the consented schemes that are currently being implemented (as described in 3.3), these frontages will be significantly improved. These frontages are shown as C on Figure 4.4.
- 4.6.5. Sites with planning consents in place also have the potential to contribute positively towards creating improved street frontages and routes within the area. The Wells Terrace frontage of the City North redevelopment, considering its role as a key pedestrian route, should present a high quality route lined by active uses. The Clifton Terrace and Lennox Road frontages of the John Jones scheme should also aim to achieve good design by providing active and animated frontages where possible.
- 4.6.6. Proposals for new development in the Seven Sisters Road section of the framework area should respond to the area's historic context and heritage assets, including the Grade II\* listed former Rainbow Theatre, and the area's role as a key gateway into Finsbury Park. Proposals for new development fronting onto Seven Sisters Road should be of the highest architectural and urban design quality, creating coherent and active street frontages. These frontages are shown as D on Figure 4.4.

Figure 4.4 – Opportunities for improved street frontages



### Planning considerations

- 4.6.7. In line with the London Plan Policy 7.2 (An inclusive environment), new development within the framework area should achieve the highest standards of accessibility and inclusive design and support the principles of inclusive design.
- 4.6.8. In line with the London Plan Policy 7.3 (Designing out crime), any new development within the framework area should seek to create safe, secure and appropriately accessible environments, where crime and anti-social behaviour and the fear of crime do not undermine quality of life or community cohesion.
- 4.6.9. Proposals for new development in the framework area should be designed in line with Core Strategy Policy CS 9 (Protecting and enhancing Islington's built and historic environment). This policy stipulates that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. Part D of Core Strategy Policy CS 9 provides guidance that all new development will need to be based on coherent street frontages, and requires that new buildings fit into the existing context of facades. Proposals for new development in the area should respond to Part G of Core Strategy Policy CS 9, which welcomes innovative approaches to design but does not support pastiche styles. The policy states that 'the Council will establish new advisory mechanisms to ensure the highest standards of architecture and environmental design'.
- 4.6.10. Development proposals for sites in the framework area should be designed in line with Core Strategy Policy CS10 (Sustainable Design). This policy requires new development to contribute to minimising climate change and ensure that the borough develops in a way that respects environmental limits and improves quality of life.
- 4.6.11. Development Management Policy DM2.1 (Design) (Part A) requires that all forms of development in the framework area are of high quality, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area. New development should respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character and surrounding heritage assets. Part A (viii) of the policy also requires that new development should 'reinforce and complement local distinctiveness and create a positive sense of place'.
- 4.6.12. In line with Islington Core Strategy Policy CS 15 (Open Space and Green Infrastructure), development proposals must consider Islington's aspiration to create a greener borough, which includes the protection of trees. Further detail on this policy is provided within Islington's Development Management Policies DPD Policy DM6.2 (New and improved public open spaces) and Policy DM6.3 (Protecting open space) and DM6.5 (Landscaping, trees and biodiversity).

### 4.7. Movement and connectivity

- 4.7.1. The council expects any new development in the framework area to contribute towards improving connectivity across pedestrian, cycle and road movement networks, and to promote sustainable transport choices to lessen potential impacts on the local environment. Proposals for new development, where possible, should respond to the opportunities to improve movement and

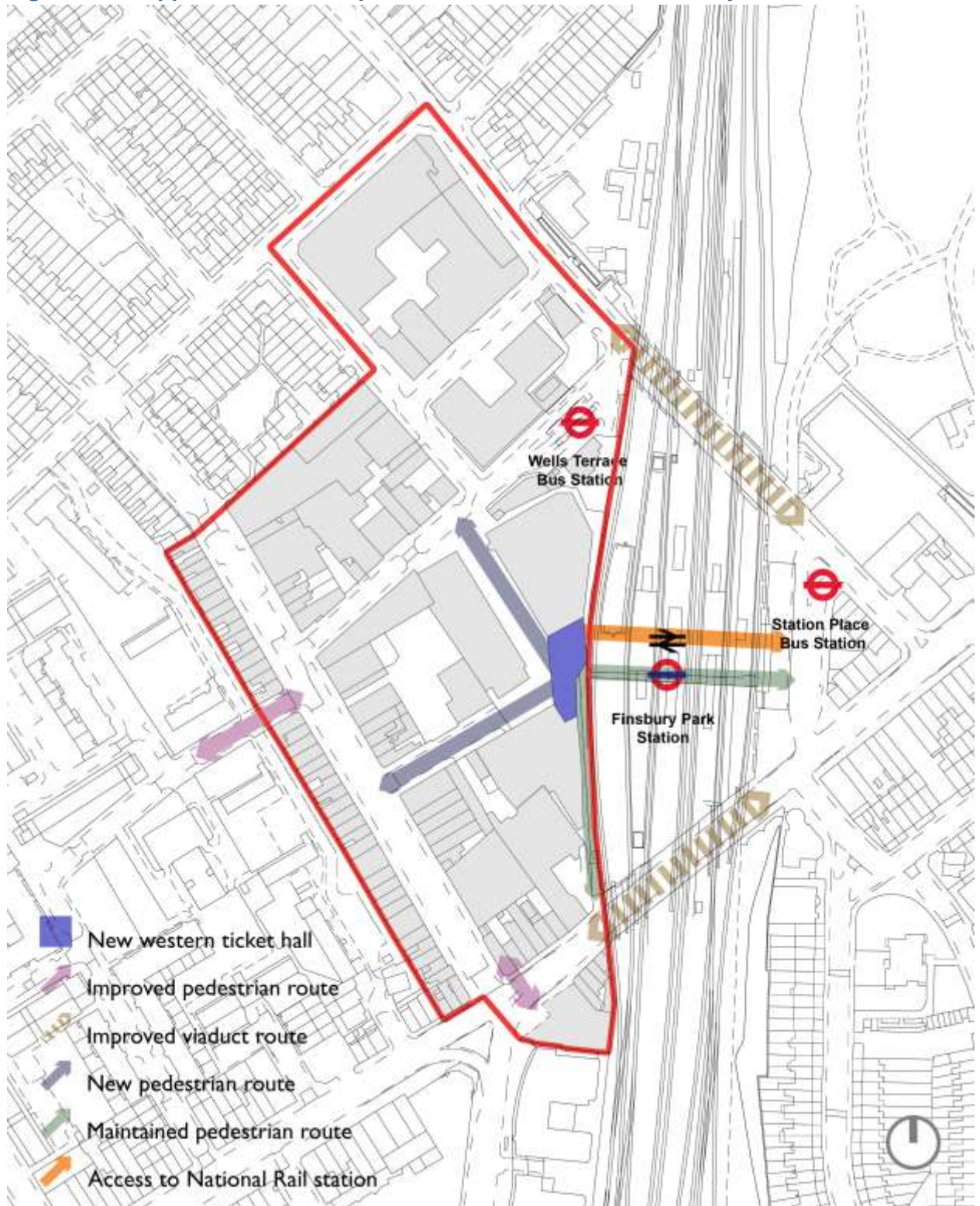
connectivity as indicated in Figure 4.5 and should come forward in line with the policies set out in paragraphs 4.7.5 to 4.7.8.

### **Spatial guidance**

- 4.7.2. Proposals for new development should respond to the new routes created as part of the City North development, particularly Goodwin Street, as shown in Figure 4.5. As a consequence of the City North development, Goodwin Street becomes a main pedestrian thoroughfare rather than a cul-de-sac.



Figure 4.5 – Opportunities for improved movement and connectivity



- 4.7.3. New development proposals should also explore opportunities to improve pedestrian and cyclist movement throughout the framework area, responding to the pedestrian footfall in the area.
- 4.7.4. Opportunities to facilitate improved routes to the local transport hubs of Wells Terrace bus station and Finsbury Park Station should be considered as part of new development proposals.

### Planning considerations

- 4.7.5. In line with London Plan Policy 6.1 (Strategic approach – transport), development in the framework area should reduce the need to travel by car, encourage walking and cycling and utilise existing local public transport linkages. In addition, any proposed transport improvements should acknowledge that the existing transport infrastructure has to be safeguarded in line with the London Plan SPG ‘Land for Industry and Transport’.
- 4.7.6. In line with Core Strategy Policy CS 2 (Finsbury Park) Part D, the permeability of the wider area and access to Finsbury Park will be improved. These improvements may come forward as part of site redevelopments or in the form of small scale interventions. Developments near to the station should facilitate an improved, less confusing transport interchange and high quality public realm with enhanced permeability.
- 4.7.7. In line with Core Strategy Policy CS 2 (Finsbury Park) Part E, local walking and cycling routes will be improved. Supporting this strategic policy, Development Management Policy DM8.1 (Movement hierarchy) requires that the transport needs of pedestrians, public transport users and cyclists should be prioritised above those of motor vehicles in the design of new development (including buildings, site layouts, public space and transport infrastructure). In addition, Development Management Policy DM2.1 (Design) states that for a development proposal to be acceptable, it is required to improve movement through areas.
- 4.7.8. New development proposals for the framework area must come forward in line with Development Management Policy DM8.1 (Movement hierarchy), which requires the design of new development to prioritise the transport needs of pedestrians, public transport users and cyclists above those of motor vehicles.

### 4.8. Land use

- 4.8.1. The Council requires future development to recognise the framework area’s strategic role at the heart of a District Town Centre and appropriately contribute towards strengthening and enhancing the wider Finsbury Park Town Centre area. Proposals for new development in the framework area should come forward in line with the policies set out in paragraphs 4.8.5 to 4.8.16.

### Spatial guidance

- 4.8.2. The council wishes to see new development contribute to the vitality of the wider Finsbury Park District Town Centre, including its role as a retail centre and cultural hub, and the achievement of a high quality mixed-use environment.
- 4.8.3. The council wishes to see new development provide renewed employment floor space, which may include the provision of Small and Medium Size Enterprise (SME) space and affordable workspace. Employment floor space may include retail, commercial, public and community leisure uses and social infrastructure uses (such as the Credit Union).

- 4.8.4. An element of residential development is encouraged, but development should give primacy to commercial uses.

### Planning considerations

- 4.8.5. The London Plan (table A2.1) identifies Finsbury Park as a District Town Centre. In accordance with London Plan Policy 2.15 (Town Centres) Part C, development proposals must sustain and enhance the vitality and viability of the wider Finsbury Park Town Centre. This policy also requires that proposals conform to London Plan Policy 4.7 (Retail and Town Centre development), which requires that proposals for retail uses fully consider existing need, and are appropriate to the existing scale, role and function of the town centre.
- 4.8.6. In line with Core Strategy Policy CS 14 (Retail and Services), new retail development must contribute to providing a diverse retail provision and a good range of goods and services for the people who live, work and study in the borough. Proposals for the framework area should positively contribute to the intensification of retail uses whilst considering local context: development proposals should not compromise or undermine the success of the nearby Nag's Head Town Centre, which is identified in the Core Strategy as a District Town Centre (Policy CS 3 Nag's Head and Upper Holloway Road).
- 4.8.7. Further detail on land uses is provided within the Development Management Policies DPD. Development proposals are required to take account of Policy DM4.1, (Maintaining and promoting small and independent shops), Policy DM4.4 (Promoting Islington's Town Centres), Policy DM4.5 (Primary and secondary frontages), Policy DM4.6 (Local shopping areas), Policy DM4.8 (Shop fronts) and Policy DM4.10 (Public Houses). Proposals should also pay regard to Development Management Policy DM4.3 Section B (Location and concentration of uses), which seeks to ensure a broad mix of appropriate uses in town centres, and protect the character, function and amenity of an area. Policy DM4.3 also seeks to restrict the cumulative negative impacts of certain uses that would unacceptably affect the amenity, character and function of the area. An SPD that provides further detail on this policy is being developed.
- 4.8.8. The main streets within the framework area have been identified as primary or secondary retail frontages (see Figure 3.14). Fonthill Road and Stroud Green Road are primary retail frontages and the northern sides of Wells Terrace and Seven Sisters Road are secondary retail frontages. Development Management Policy DM4.5 seeks to ensure that retail uses will not fall below 60% within the primary frontages, or 50% within secondary frontages.
- 4.8.9. Alongside retail and traditional town centre uses, the Council wishes to see other land use come forward within the framework area. Housing, employment uses (including offices, light industrial, storage and distribution), hotel, arts, community and leisure uses are considered appropriate and conducive to creating a vibrant, mixed town centre.
- 4.8.10. Any development proposals for housing should be brought forward in accordance with London Plan Policy 3.3 (Increasing housing supply), Policy 3.4 (Optimising housing potential) and Policy 3.5 (Quality and design of housing developments). These policies seek to ensure that new housing development contributes to increasing overall housing provision, considering local

context and character to optimise housing outputs, and secure the best possible quality housing product.

- 4.8.11. Development proposals for office use should accord with London Plan Policy 4.2 (Offices) and Policy 4.3 (Mixed use development and offices), which require that the provision of office development should provide for a mix of accommodation and specifications to suit varied requirements.
- 4.8.12. In line with Core Strategy Policy CS 2 (Finsbury Park) the redevelopment of low-density employment areas within the Finsbury Park Town Centre to provide mixed-use developments of housing, employment, retail and leisure uses is supported in principle.
- 4.8.13. The Council's Site Allocations DPD builds upon Core Strategy CS 2 and provides guidance on how key sites should be developed. Three allocated sites fall within the framework area: sites FP1, FP2, and FP4 (see Figure 2.2). Details of each of these sites and the proposed land uses are provided at A1.1.9 of Appendix 1. In general the allocations envisage a mix of uses, with a balance of office, retail, residential, light industrial, community and leisure uses.
- 4.8.14. In line with Core Strategy Policy CS 12 Part G, any development proposal for housing will be required to include the maximum reasonable amount of affordable homes. Any residential development proposals in the area should provide a range of housing unit sizes, in accordance with Policy CS12, Part E and DM3.1. Proposals for residential developments of less than ten units should make a contribution towards affordable housing as outlined in the Affordable Housing and Small Sites Contributions SPD (2012).
- 4.8.15. Any development proposals for new employment space should come forward in line with Core Strategy Policy CS 13 (Employment Spaces) Part A. Proposals that would see a loss of employment floorspace should pay regard to Part B of this policy. Part C of Core Strategy Policy CS 13 sets out requirements for new development to provide jobs and training opportunities.
- 4.8.16. A number of Development Management Policies build upon Policy CS 13; Policy DM5.1 (New business floorspace), Policy DM5.2 (Loss of existing business floorspace) and Policy DM5.4 (Size and affordability of workspace) should all be considered when bringing forward development proposals.

### 4.9. Viability

- 4.9.1. Core Strategy Policy CS 12 requires that a viability assessment is submitted to the council for any future development proposal in Islington. The viability assessment should be shared with the council prior to the submission of a planning application.
- 4.9.2. The council adopted the Planning Obligations SPD in November 2013. This sets out the council's approach to assessing development viability. The SPD, at paragraph 9.31, states: "there are currently a number of sources of guidance relating to development viability. These guidance notes take a range of approaches to certain aspects of development viability. It is for the council

to determine the most appropriate approach to be taken in each case. Applicants and their agents should discuss this with the council at an early stage”.

- 4.9.3. The existing use value plus a landowner premium is a commonly taken approach to ‘benchmark’ or ‘threshold’ the land value. The premium is based on a land payment that is likely to release the land for development, taking into account the circumstances of the site. The council considers that the existing use value plus a landowner premium is the most appropriate approach to take for the framework area. A viability assessment for any future development proposal for sites within the framework area should benchmark the land value based on the site’s existing use, plus a premium to ensure the release of the site for development.
- 4.9.4. The council’s development plan policies and Community Infrastructure Levy (CIL) Schedule (2014) must be fully taken into account when a viability assessment is prepared for any future development proposal for sites within the framework area, in particular Core Strategy Policy CS 12. A viability assessment must demonstrate that the maximum reasonable amount of affordable housing has been provided, taking account of the strategic target of 50% of housing, over the development plan period, should be affordable at a ratio of 70% social rented and 30% intermediate. Therefore, 50% affordable housing must be the starting point when determining whether the maximum reasonable amount of affordable housing has been provided.
- 4.9.5. If future development proposals for the framework area fall short of the development plan requirements, a review mechanism will be required as part of a section 106 agreement for the site. In these circumstances, a revised viability assessment will be required to reassess viability at the point of delivery. If the revised assessment demonstrates that the proposed development is capable of providing additional affordable housing, or other requirements that would have otherwise been necessary, the developer will at that point be required to provide this.
- 4.9.6. Detailed information on preparing an appropriate viability assessment is provided in Islington’s Planning Obligations SPD paragraphs 9.29 to 9.46. Any subsequent guidance on viability produced by Islington Council should also be followed.

## Appendix 1 - Planning requirements

### A1.1 Key planning policies

A1.1.1 The following sections identify most of the key policies relevant to any future development proposals for the Finsbury Park Development Framework SPD area. However, this list is not exhaustive, and any applicants for development in the area should comply with all of the planning policies that are relevant to the area.

#### London Plan

A1.1.2 The London Plan is available to for download at the following web address:  
[www.london.gov.uk/priorities/planning/londonplan](http://www.london.gov.uk/priorities/planning/londonplan)

A1.1.3 Key policies from the London Plan that are relevant to the framework area include (but are not limited to)

- Policy 2.15 Town Centres
- Policy 4.7 Retail and Town Centre development
- Policy 6.1 Strategic approach (transport)
- Policy 6.4 Enhancing London's transport connectivity
- Policy 6.11 Smoothing traffic flow and tackling congestion
- Policy 7.2 An inclusive environment
- Policy 7.3 Designing out crime
- Policy 7.4 Local character
- Policy 7.8 Heritage assets and archaeology
- Policy 7.15 Reducing noise and enhancing soundscapes

#### Islington Core Strategy

A1.1.4. Islington's Core Strategy (adopted February 2011) is an important document within the Local Plan. The Core Strategy sets out Islington's plan for the future, influences planning decisions and will shape the development of the borough to 2025 and beyond. Islington Council's Core Strategy is available for download at the following web address:

[www.islington.gov.uk/services/planning/planningpol/local\\_dev\\_frame/pol\\_corestrat/Pages/default.aspx](http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/pol_corestrat/Pages/default.aspx)

A1.1.5. The following objectives of Islington's Core Strategy should be considered when preparing development proposals within the framework area:

- **Objective 2** - securing a supply of housing which encourages mixed communities, where the main priority will be maximising provision of social rented housing. Mixed communities include, (but are not limited to), different tenures, household sizes, and ages (including families, older people and disabled people)

- **Objective 3** - meeting and seeking to exceed the minimum regional targets for housing supply, with new housing contributing to the increased quality of life for residents
- **Objective 4** - ensuring new development and the spaces around it provide a high quality environment that is accessible to all residents, employees and visitors
- **Objective 5** - maintaining and enhancing Islington's historic environment through conservation-led regeneration initiatives
- **Objective 6** - promoting neighbourhoods that support a sense of wellbeing, specifically; to reduce health inequalities in the borough by encouraging healthier choices including, (but not limited to), the use of open spaces, play opportunities and access to both high quality sports facilities and health care facilities
- **Objective 7** - maintaining the growth in employment by ensuring a broad range of opportunities exist for all types and sizes of businesses across all parts of Islington
- **Objective 9** - ensuring a range of provision of shopping, leisure and local services which serve the local community and support Islington's economy
- **Objective 11** - encouraging new hotels/visitor accommodation where it benefits Islington's economy and enhances the local area
- **Objective 12** - minimising the borough's contribution to climate change and ensuring we are able to cope with the effects of a changing climate
- **Objective 13** - reducing Islington's impact on the environment by using resources, including energy, water and other materials, as efficiently as possible
- **Objective 15** - delivering high quality, multi-functional green infrastructure alongside development throughout the borough
- **Objective 16** - protecting and enhancing biodiversity in the borough and increasing access to nature
- **Objective 17** - encouraging walking and cycling over public transport use and encouraging all of these over car use
- **Objective 18** - improving transport connections to ensure that public transport capacity is sufficient to meet the needs of those who live, work, and study in the borough and that capacity is also sufficient to allow access to work, study and leisure opportunities beyond the borough
- **Objective 19** - using significant transport improvements to lead regeneration.

A1.1.6. Key policies from Islington's Core Strategy that are relevant to the framework area include (but are not limited to):

- Policy CS 2 Finsbury Park
- Policy CS 9 Protecting and enhancing Islington's built and historic character
- Policy CS 10 Sustainable design
- Policy CS 12 Meeting the housing challenge
- Policy CS 13 Employment spaces
- Policy CS 14 Retail and services
- Policy CS 15 Open space and green infrastructure
- Policy CS 18 Delivery and Infrastructure

A1.1.7. A number of key objectives specific to the framework area form part of an area-specific policy for the area. Core Strategy Policy CS 2 is the main policy that will guide the future development of the framework area. The policy is set out below:

- A. Finsbury Park is a District Town Centre with main retail frontages along Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road. The Development Management Policies development plan document will define the town centre area and contain detailed policies for managing development within shopping areas.
- B. Redevelopment of low density employment sites around Finsbury Park station is supported to provide mixed-use developments of housing, employment (office, light industrial, storage and distribution), retail and leisure. Loss of some storage and distribution floorspace on these sites may be acceptable if re-provided by intensified use of surrounding sites. These sites will provide between 500-700 units of housing. Self-contained conventional housing and employment uses will take priority over other uses above ground floor in this area.
- C. New developments near the station will be planned to facilitate an improved, less confusing transport interchange location and high quality public realm together with enhanced permeability.
- D. Permeability and legibility of the wider area, including areas within housing estates, and access to Finsbury Park will be improved through a combination of site redevelopments and small scale interventions linked to a public realm strategy. Joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.
- E. There will be improved walking and cycling routes through Finsbury Park area to Highbury Corner, and from Highbury Fields to Caledonian Park, to encourage walking and cycling for local residents, London Metropolitan University students and visitors to the Emirates (Arsenal) Stadium.
- F. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park



and its surroundings.

### **Islington Council's Site Allocations Development Plan Document**

A1.1.8 Another important document is Islington Council's Site Allocations Development Plan Document (DPD). This DPD sets out site specific use allocations policies for key development sites and areas where particular uses should be intensified. The document does not list every site, but focuses on strategic development sites that will deliver significant amounts of development such as housing or employment space, or other sites where there is a need for specific objectives, such as community facilities or open space. A number of sites within the framework area are included within the Site Allocations DPD. Islington Council's Site Allocations DPD is available to download from the following web address:

[www.islington.gov.uk/services/planning/planningpol/local\\_dev\\_frame/Pages/site-allocations.aspx](http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/Pages/site-allocations.aspx)

A1.1.9 Details of the site allocations that are relevant to the framework area are set out below:

#### **Site Allocation FP1, Finsbury Park Core Site**

*Site A – City North, Fonthill Road & 8-10 Goodwin Street, N4*

Comprehensive redevelopment of the site to provide a large mixed use development incorporating residential, office, commercial and leisure floorspace. A significant element of public open space is required, and should facilitate future pedestrian access into Finsbury Park Station from Goodwin Street.

*Site B – 2-10 (even) and 14 Morris Place and 9-15 The Parade, N4 3JG*

Redevelopment of the site to provide improved light industrial floorspace for the existing business alongside student accommodation, residential uses and retail uses. The number of student accommodation units accommodated on the site must not exceed the 475 units consented in planning permission P100197.

*Site C – Morris Place / Wells Terrace (including Clifton House) N4 2AL*

Comprehensive employment-led mixed use redevelopment of the site to include commercial business, retail/leisure and residential floorspace, public open space and community and leisure space. Proposals should seek to maximise employment floorspace, including, where viable, the re-provision of the existing amount of business floorspace.

#### **Site Allocation FP2, 129-131 and 133 Fonthill Road and 13 Goodwin Street**

Retail-led mixed use development to complement the unique character of Fonthill Road (as a fashion corridor) and contribute to the vitality of Finsbury Park District Town Centre. Active retail frontages at the ground floor, particularly along Fonthill Road. Other suitable uses include hotel, employment (retail) and business, subject to evidence there is adequate provision for servicing. An element of residential may be acceptable.

## **Site Allocation FP4, 97-103 Fonthill Road**

Mixed-use development with active retail employment uses on the lower floor(s). Fonthill Road is one of the key retail areas within Finsbury Park, any development should therefore give primacy to retail uses and contribute to the overall vitality of the town centre. Re-provision of business and educational uses currently on the site is strongly encouraged.

## **Islington Council's Development Management Policies Development Plan Document**

**A1.1.10** The document that informs the appropriate use of development sites in the framework area is Islington's Development Management Policies Development Plan Document (DPD). The Development Management Policies adds detail to and complement the spatial and strategic policies of the Core Strategy, and its policies are used to determine applications for planning permission in the Finsbury Park Town Centre area, alongside other relevant planning policies. Islington Council's Development Management Policies document is available to download from the following web address:

[www.islington.gov.uk/services/planning/planningpol/local\\_dev\\_frame/Pages/development-management-policies.aspx](http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/Pages/development-management-policies.aspx)

**A1.1.11** Key policies from the Development Management Policies DPD that are relevant to the framework area include (but are not limited to):

- Policy DM2.1 Design
- Policy DM2.2 Inclusive Design
- Policy DM2.3 Heritage
- Policy DM2.4 Protected views
- Policy DM3.1 Mix of housing sizes
- Policy DM3.4 Housing standards
- Policy DM4.1 Maintaining and promoting small and independent shops
- Policy DM4.2 Entertainment and the night-time economy
- Policy DM4.3 Location and concentration of uses
- Policy DM4.4 Promoting Islington's Town Centres
- Policy DM4.5 Primary and secondary frontages
- Policy DM4.6 Local shopping areas
- Policy DM4.8 Shopfronts
- Policy DM4.10 Public Houses
- Policy DM5.1 New business floorspace
- Policy DM5.2 Loss of existing business floorspace
- Policy DM5.4 Size and affordability of workspace
- Policy DM6.1 Healthy development
- Policy DM6.2 New and improved open space
- Policy DM6.3 Protecting open space
- Policy DM6.4 Sport and recreation

- Policy DM6.5 Landscaping, trees and biodiversity
- Policy DM6.6 Flood prevention
- Policy DM7.1 Sustainable design and construction
- Policy DM7.3 Decentralised Energy Networks
- Policy DM7.4 Sustainable design standards
- Policy DM7.5 Heating and cooling
- Policy DM8.1 Movement hierarchy
- 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
- Policy DM9.1 Infrastructure

### Other relevant documents and information

#### A1.1.22

In addition to the planning policy documents identified above, planning policy documents relevant to the redevelopment of the framework area include:

- Islington Urban Design Guide Supplementary Planning Document (adopted December 2006)

[www.islington.gov.uk/services/planning/planningpol/pol\\_supplement/Pages/urbandesignguide.aspx?extra=19](http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/urbandesignguide.aspx?extra=19)

- Islington Planning Obligations Supplementary Planning Document (adopted November 2013)

[www.islington.gov.uk/services/planning/planningpol/pol\\_supplement/Pages/planningobligations.aspx?extra=24](http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/planningobligations.aspx?extra=24)

- Islington Streetbook Supplementary Planning Document (adopted October 2012)

[www.islington.gov.uk/services/planning/planningpol/pol\\_supplement/Pages/Streetbook.aspx](http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/Streetbook.aspx)

### **A1.2 Planning applications**

A1.2.1 Islington Council strongly recommends that pre-planning application discussions be undertaken prior to submitting a planning application, so that the council and potential developers can discuss proposals and determine the relevant documents and information that will be needed to process any planning application.

A1.2.2 Any applications proposing works to the Transport for London Road Network (TLRN) can only be undertaken in consultation and with the approval of Transport for London.

A1.2.3 Full details of Islington Council's pre-planning procedure, applicable fees and validation requirements can be obtained from the following website:

[www.islington.gov.uk/services/planning/applications/Pages/default.aspx?extra=9](http://www.islington.gov.uk/services/planning/applications/Pages/default.aspx?extra=9)