

Committee:	Date:
Planning and Transportation	28 November 2016
Subject: Crosby Square Steps London EC2N Works of hard and soft landscaping to the steps leading from Undershaft to Crosby Square, including the re-grading of the steps, installation of a public lift, provision of handrails and seating and the planting of new trees.	Public
Ward: Lime Street	For Decision
Registered No: 16/00847/FULL	Registered on: 18 October 2016
Conservation Area:	Listed Building: No

Summary

There is a flight of steps between Crosby Square and Undershaft which provide public access between these areas. These steps are on the edge of, but not within, the development site at 22 Bishopsgate.

It is proposed to modify the steps, create planted terraces on each side and integrate them into the improvements to the public realm and security measures associated with the development at 22 Bishopsgate. The design incorporates additional landscaping/planting, two trees required for wind mitigation, mobility impaired person (MIP) lift and seating.

Consultation has been carried out on this planning application and the consultation period expires on 29th November.

The trees and lift are required in connection with the 22 Bishopsgate scheme.

The reduced width of the steps is adequate for the projected pedestrian use and the design would improve their appearance.

No objections have been raised to these changes to date. Any objection received prior to expiry of the consultation period will be considered by the City Planning Officer and Development Director and reported to your next committee should it raise new considerations.

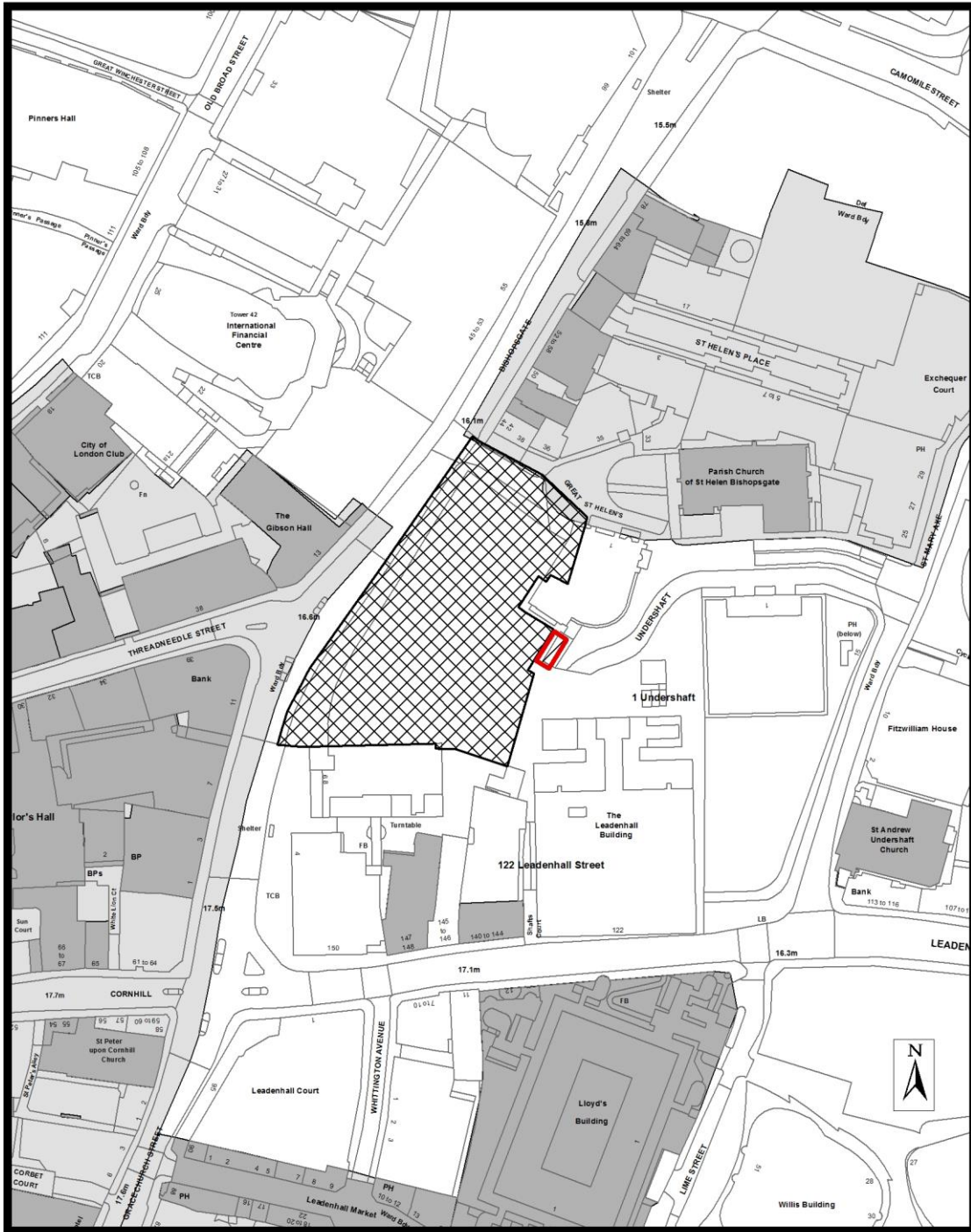
Recommendation

That the City Planning Officer and Development Director be delegated authority to consider any objections received prior to the expiry of the objection period and to grant planning permission in accordance with the

details set out in the attached schedule SUBJECT TO:

1. The City Planning Officer being satisfied there are no new considerations raised by any new objections; and
2. Any necessary S106 agreement.

Site Location Plan



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ADDRESS:
Steps between Crosby Square and Undershaft

CASE No.
16/00847/FULL

-  **SITE LOCATION**
-  **22 BISHOPSGATE**
-  **LISTED BUILDINGS**
-  **CONSERVATION AREA BOUNDARY**



CITY OF LONDON

DEPARTMENT OF THE BUILT ENVIRONMENT



View of Crosby Square Steps 08/11/2016

16/00847/FULL Crosby Square Steps

Main Report

Site

1. The site comprises a flight of steps between Crosby Square and Undershaft and the raised platforms on each side. The site is on the edge of, but not within, the development site at 22 Bishopsgate.
2. There is a two metre difference in level between Crosby Square and Undershaft. 13 steps provide public access between these areas. The steps are 10m wide.
3. A 62 storey (plus mezzanines) building is being constructed at 22 Bishopsgate. This will provide office and retail uses, a publicly accessible viewing gallery and public route from Bishopsgate to Crosby Square.
4. A separate Section73 application for planning permission to amend the base of 22 Bishopsgate is before your Committee today (16/00849/FULEIA). The changes are intended to improve its visual appearance and enhance the experience of the base of the building for visitors, occupiers and the public. This building would have a height of 294.94m AOD and floorspace of 201,863sq.m (GEA).
5. A planning application to replace 1 Undershaft with a 73 storey office and retail building including a public viewing gallery at levels 71-72 and public realm improvements is also before your Committee today (16/00075/FULEIA). This would have a height of 304.94m AOD and floorspace of 154,100sq.m (GEA).

Proposal

6. It is proposed to modify the shape of the steps, create planted terraces on each side and integrate them into the improvements to the public realm and security measures associated with the development at 22 Bishopsgate. The design incorporates additional landscaping/planting, two trees required for wind mitigation, MIP lift and potential seating.
7. The trees and lift are required in connection with the 22 Bishopsgate scheme.

Consultations

8. Consultation has been carried out on this planning application and the consultation period expires on 29th November. No comments have been received at the time of preparing this report. Any comments will be reported orally. Any comments received after your meeting but prior to expiry of the consultation period will be considered by the City Planning Officer and Development Director and reported to your next committee should it they raise new considerations, in which event the City Planning Officer and Development Director would not exercise the delegation proposed in the recommendation.
9. The views of other City of London departments have been taken into account in considering the scheme.

Policy Context

10. London Plan and Local Plan policies that are most relevant to the consideration of this case are set out in Appendix A to this report.
11. There is relevant City of London supplementary planning guidance in respect of Open Spaces Strategy and Tree Strategy and relevant Mayoral supplementary planning guidance in respect of Sustainable Design and Construction.

Considerations

12. The existing steps were designed to have a formal relationship to the rectilinear geometry of the 1960s Commercial Union and P&O buildings and rectangular Crosby Square, occupying most of the width of the eastern side of the Square. This formal relationship was lost with the developments at 122 Leadenhall Street (former P&O Building site) and 22 Bishopsgate.
13. The proposed reconfiguration is intended to tie together the less formal geometry of the new buildings and create a better link, accessible to all, and introduce more greenery into the area. Security bollards are included at the base of the steps.
14. The effective width of the proposed steps ranges from 4.3m at the top to 5.7m at the bottom and their alignment has been altered to address anticipated pedestrian movement through the area.
15. Studies provided with the application show that the proposed width and orientation of the steps will provide adequate pedestrian capacity and that they would be conducive to comfortable pedestrian movement.
16. A public MIP lift between Crosby Square and Undershaft was included in the approved development at 22 Bishopsgate. The lift has been moved such that it would be partly in the 22 Bishopsgate site and partly in the Steps site. The new location is better in that it is adjacent to the steps and more visible. It also has the advantage of serving a proposed retail terrace adjacent to Crosby Square. The lift cannot be constructed in this location unless planning permission is granted to both applications and both are implemented.
17. A condition is attached to ensure that the lift is provided and maintained and the S106 in respect of the 22 Bishopsgate scheme will require its maintenance for the life of the building.
18. Two trees are included adjacent to the steps. These are required to mitigate wind impacts caused by 22 Bishopsgate. Without these trees wind conditions in part of Crosby Square would be windier than appropriate for the intended use. Similarly, the handrail on the steps has a glazed infill which is required for local wind mitigation.
19. The trees will need to be replaced from time to time by trees of similar size and species to maintain their effectiveness. The Section 106 agreement in respect of 22 Bishopsgate will require the developer to ensure that this is the case.

20. On each side of the steps there would be retaining walls creating a series of small terraces where people could sit. The Open Spaces Department advises that there is insufficient space for public access and ornamental planting on these terraces as illustrated on the drawings.
21. The developer considers that an important aspect of the proposals is to introduce opportunities for informal seating in the public realm – both for those visiting the building (viewing gallery, restaurant, etc.) and those working in the building. The location allows people to sit without compromising pedestrian movement up and down the steps.
22. They propose to maintain the soft landscaping and replace it if necessary. The choice and planting design will recognise the likelihood of people using the terraces for seating and this is the subject of a condition.
23. The planting will accord with biodiversity, urban greening and sustainable drainage policies but as the area of planting is relatively small the benefits will be limited.
24. There is a lamp post, circa 1890, at the top of the steps which is one of a pair that was moved here from the courtyard of the P&O office at 122 Leadenhall Street when it was demolished in 1964. The developer intends to keep the remaining lamp post and incorporate it into the landscaping design as an artefact. A condition is included requiring details of where it is to go.
25. The existing steps to Undershaft would be removed to provide an additional route for construction vehicles to access the site at 22 Bishopsgate. This would also involve temporary lowering the level of Crosby Square.
26. An archaeological assessment has been submitted with the application which confirms that Roman and medieval remains survive below the steps and Crosby Square. The proposals to reduce the level would have a limited impact on the surviving remains. An archaeological watching brief is proposed to record any remains revealed and to ensure protection of remains that would remain in situ. There are no objections to this work.
27. An archaeological assessment has been submitted and an archaeological watching brief would take place during excavation. No objection is seen to this work.

Planning Obligations and Community Infrastructure Levy

28. A Section 106 agreement (or conditions) linked to the 22 Bishopsgate site will include provisions to ensure:
 - Provision of the trees and/or other wind mitigation measures prior to occupation of 22 Bishopsgate and their future maintenance and/or replacement;
 - Provision of lift facilities prior to first occupation of 22 Bishopsgate.

Conclusion

29. The proposal would improve the appearance of the steps, provide additional public seating areas and landscaping, including two trees required for wind mitigation for the building at 22 Bishopsgate, and provide for an MIP lift.
30. The trees and lift are required as part of the 22 Bishopsgate scheme and their provision and maintenance would be addressed through Section 106 covenants or conditions linked to the 22 Bishopsgate site.
31. The reduced width of the steps is adequate for the projected pedestrian use and the design would improve their appearance.
32. There is no objection to these changes at the time of writing, and arrangements for consideration of subsequent comments are included in this report.

Background Papers

Internal

Email 28.10.16 Open Spaces Department

Letter 10.11.16 Access Advisor to DP9

External

Design and Access Statement August 2016 PLP Architecture

Archaeology November 2016 MOLA

Emails 18.10.16 & 3.11.16 DP9

Letter 21st October 2016 RWDI to Lipton Rogers Developments

Illustration of Crosby Square steps Version 161017 Miller Hare

Pedestrian and Cycle Movement Assessment, October 2016 Space Syntax

Pedestrian Comfort Level Assessment, October 2016 Space Syntax

Appendix A

London Plan Policies

The London Plan policies which are most relevant to this application are set out below:

Policy 5.10 Promote and support urban greening, such as new planting in the public realm (including streets, squares and plazas) and multifunctional green infrastructure, to contribute to the adaptation to, and reduction of, the effects of climate change.

Policy 5.13 Development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so.

Policy 6.10 Development proposals should ensure high quality pedestrian environments and emphasise the quality of the pedestrian and street space by reference to TfL's Pedestrian Design Guidance.

Policy 7.3 Creation of safe, secure and appropriately accessible environments.

Policy 7.5 London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

Relevant Local Plan Policies

CS7 Meet challenges of Eastern Cluster

To ensure that the Eastern Cluster can accommodate a significant growth in office floorspace and employment, while balancing the accommodation of tall buildings, transport, public realm and security and spread the benefits to the surrounding areas of the City.

DM3.2 Security measures

To ensure that security measures are included in new developments, applied to existing buildings and their curtilage, by requiring:

- a) building-related security measures, including those related to the servicing of the building, to be located within the development's boundaries;
- b) measures to be integrated with those of adjacent buildings and the public realm;
- c) that security is considered at the concept design or early developed design phases of all development proposals to avoid the need to retro-fit measures that impact on the public realm;
- d) developers to seek recommendations from the City of London Police Architectural Liaison Officer at the design stage. New development should meet Secured by Design principles;
- e) the provision of service management plans for all large development, demonstrating that vehicles seeking access to the building can do so without waiting on the public highway;
- f) an assessment of the environmental impact of security measures, particularly addressing visual impact and impact on pedestrian flows.

DM10.8 Access and inclusive design

To achieve an environment that meets the highest standards of accessibility and inclusive design in all developments (both new and refurbished), open spaces and streets, ensuring that the City of London is:

- a) inclusive and safe for of all who wish to use it, regardless of disability, age, gender, ethnicity, faith or economic circumstance;
- b) convenient and welcoming with no disabling barriers, ensuring that everyone can experience independence without undue effort, separation or special treatment;
- c) responsive to the needs of all users who visit, work or live in the City, whilst recognising that one solution might not work for all.

DM10.4 Environmental enhancement

The City Corporation will work in partnership with developers, Transport for London and other organisations to design and implement schemes

for the enhancement of highways, the public realm and other spaces. Enhancement schemes should be of a high standard of design, sustainability, surface treatment and landscaping, having regard to:

- a) the predominant use of the space, surrounding buildings and adjacent spaces;
- b) connections between spaces and the provision of pleasant walking routes;
- c) the use of natural materials, avoiding an excessive range and harmonising with the surroundings of the scheme and materials used throughout the City;
- d) the inclusion of trees and soft landscaping and the promotion of biodiversity, where feasible linking up existing green spaces and routes to provide green corridors;
- e) the City's heritage, retaining and identifying features that contribute positively to the character and appearance of the City;
- f) sustainable drainage, where feasible, co-ordinating the design with adjacent buildings in order to implement rainwater recycling;
- g) the need to provide accessible and inclusive design, ensuring that streets and walkways remain uncluttered;
- h) the need for pedestrian priority and enhanced permeability, minimising the conflict between pedestrians and cyclists;
- i) the need to resist the loss of routes and spaces that enhance the City's function, character and historic interest;
- j) the use of high quality street furniture to enhance and delineate the public realm;
- k) lighting which should be sensitively co-ordinated with the design of the scheme.

DM16.2 Pedestrian movement

1. Pedestrian movement must be facilitated by provision of suitable pedestrian routes through and around new developments, by maintaining pedestrian routes at ground level, and the upper level walkway network around the Barbican and London Wall.
2. The loss of a pedestrian route will normally only be permitted where an alternative public pedestrian route of at least an equivalent standard is provided having regard to:
 - a) the extent to which the route provides for current and all reasonably foreseeable future demands placed upon it, including at peak periods;
 - b) the shortest practicable routes between relevant points.
3. Routes of historic importance should be safeguarded as part of the City's characteristic pattern of lanes, alleys and courts, including the route's historic alignment and width.

4. The replacement of a route over which pedestrians have rights, with one to which the public have access only with permission will not normally be acceptable.
5. Public access across private land will be encouraged where it enhances the connectivity, legibility and capacity of the City's street network. Spaces should be designed so that signage is not necessary and it is clear to the public that access is allowed.
6. The creation of new pedestrian rights of way will be encouraged where this would improve movement and contribute to the character of an area, taking into consideration pedestrian routes and movement in neighbouring areas and boroughs, where relevant.

DM19.2 Biodiversity and urban greening

Developments should promote biodiversity and contribute to urban greening by incorporating:

- a) green roofs and walls, soft landscaping and trees;
- b) features for wildlife, such as nesting boxes and beehives;
- c) a planting mix which encourages biodiversity;
- d) planting which will be resilient to a range of climate conditions;
- e) maintenance of habitats within Sites of Importance for Nature Conservation.

DM12.4 Archaeology

1. To require planning applications which involve excavation or ground works on sites of archaeological potential to be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development.
2. To preserve, protect, safeguard and enhance archaeological monuments, remains and their settings in development, and to seek a public display and interpretation, where appropriate.
3. To require proper investigation and recording of archaeological remains as an integral part of a development programme, and publication and archiving of results to advance understanding.

SCHEDULE

APPLICATION: **16/00847/FULL**

Crosby Square Steps London EC2N

Works of hard and soft landscaping to the steps leading from Undershaft to Crosby Square, including the re-grading of the steps, installation of a public lift, provision of handrails and seating and the planting of new trees.

CONDITIONS

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
REASON: To ensure compliance with the terms of Section 91 of the Town and Country Planning Act 1990.
- 2 Before any works thereby affected are begun the following details shall be submitted to and approved in writing by the Local Planning Authority and all development pursuant to this permission shall be carried out in accordance with the approved details:
 - (a) details of the external appearance of the lift enclosure including particulars and samples of the materials to be used;
 - (b) details of the external appearance of walls and ground surfaces and of soft landscaping including particulars and samples of the materials to be used;
 - (c) details of bollards, hand rails and balustrades;
 - (d) details of the resiting of the existing 1890s lighting column(s).REASON: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development and to ensure a satisfactory external appearance in accordance with the following policies of the Local Plan: DM3.2, DM10.1, DM10.8, DM19.2.
- 3 Before any construction works thereby affected are begun details of the public lift between Crosby Square and Undershaft shall be submitted to and approved by the Local Planning Authority. The scheme shall be so maintained and in operation for the life of the building at 22 Bishopsgate.
REASON: To ensure that the development will be accessible for people with disabilities in accordance with the following policy of the Local Plan: DM10.8.
- 4 No works shall take place until arrangements have been made for an archaeological "watching brief" to monitor development groundworks and to record any archaeological evidence revealed. Details of these arrangements shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the work.

REASON: To ensure an opportunity is provided for the archaeology of the site to be investigated and recorded in accordance with the following policy of the Local Plan: DM12.4.

- 5 The development shall not be carried out other than in accordance with the following approved drawings and particulars or as approved under conditions of this planning permission: Drawings numbered 1348.01-PL-A-001, 020, 021/P01, 099, 100/P01
REASON: To ensure that the development of this site is in compliance with details and particulars which have been approved by the Local Planning Authority.

INFORMATIVES

- 1 In dealing with this application the City has implemented the requirements of the National Planning Policy Framework to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in dealing with planning applications in the following ways:

detailed advice in the form of statutory policies in the Local Plan, Supplementary Planning documents, and other written guidance has been made available;

a full pre application advice service has been offered;

where appropriate the City has been available to provide guidance on how outstanding planning concerns may be addressed.
- 2 Access for people with disabilities is a material consideration in the determination of planning applications. The City of London Corporation has published design standards giving advice on access for people with disabilities and setting out the minimum standards it expects to see adopted in the City buildings. These can be obtained from the City's Access Adviser, Chief Planning Officer and District Surveyor. Further advice on improving access for people with disabilities can be obtained from the City's Access Adviser. Your attention is drawn to the Disability Discrimination provisions of the Equality Act 2010 to ensure that disabled people are not significantly disadvantaged. Service providers, etc., should make "reasonable adjustments" to facilitate access to their premises and the City asks all applicants for planning permission to ensure that physical barriers to access premises are minimised in any works carried out.