

<b>Committee:</b>	<b>Date:</b>
Planning Application Sub-Committee	11 June 2024
<b>Subject:</b> Change of use of existing deep level tunnels (Sui Generis) to visitor and cultural attraction (Use Class F1(b)(c)), including bar (Sui Generis); demolition and reconstruction of existing building at 38-39 Furnival Street; redevelopment of 40-41 Furnival Street, for the principal visitor attraction pedestrian entrance at ground floor, with ancillary retail at first and second floor levels and ancillary offices at third and fourth levels, excavation of additional basement levels at 40-41 Furnival Street and 38-39 Furnival Street, and widening of lift shaft at 38-39 Furnival Street; creation of new, pedestrian entrance at 31-33 High Holborn, to provide secondary visitor attraction entrance (including principal bar entrance), deepening of lift shaft at 31-33 High Holborn; provision of ancillary cycle parking, substation, servicing and plant, and other associated works (Duplicate application submitted to the London Borough of Camden as the site area extends across the borough boundary). Re-consultation: Due to amended details (Duplicate application submitted to the London Borough of Camden as the site area extends across the borough boundary).	<b>Public</b>
<b>Ward:</b> Farringdon Without	<b>For Decision</b>
<b>Registered No:</b> 23/01322/FULMAJ	<b>Registered on:</b> 01 December 2023
<b>Conservation Area:</b> Chancery Lane	<b>Listed Building:</b> No

## Summary

### Existing site

The site is located in the northwest of the City to the south of High Holborn. It comprises below and above ground level elements. The underground element of the application site consists of a network of tunnels (formally named the Kingsway Tunnels) that run underneath High Holborn and cross the City of London and the London Borough of Camden boundaries. The tunnels are managed by British Telecom who are responsible for their maintenance. Above ground, the application site comprises three buildings. Two buildings are located within the City of London boundary at 38-39 and 40-41 Furnival Street and the third is located in the London Borough of Camden at 31-33 High Holborn, accessed via Fulwood Place.

The existing building at 38-39 Furnival Street forms part of the tunnels access, hosting a goods shaft and various ventilation ducts serving the eastern part of the tunnels and is currently not in use given the vacant nature of the application site. The building at 40-41 Furnival Street is in office use.

### Proposals

The application proposes to change the use of the existing deep-level subterranean tunnels (Sui Generis) to a visitor and cultural attraction (Use Class F1 (b),(c)) including a bar (Use Class Sui Generis). The demolition and reconstruction of the existing vacant building at 38-39 Furnival Street and offices at 40-41 Furnival Street is being proposed in order to link the two buildings internally and use the ground floor as the principal entrance to the cultural attraction. The new buildings would also provide ancillary retail space, including a gift shop at the first and second floor levels and ancillary office accommodation, at the fourth level, to be used by staff. Public realm improvements, including a shared surface and widening of the pavement in front of the principal entrance at Furnival Street are proposed.

A duplicate application has been submitted to the London Borough of Camden as the site area extends across the borough boundary. A secondary pedestrian entrance to the deep-level tunnels would be retained at 31-33 High Holborn via Fulwood Place (falling within LB Camden boundary) and upgraded to form the main entrance to the proposed bar and an additional emergency exit.

The existing and proposed floorspace for different parts of the site is set out in the following table:

Schedule of Areas			
Building	sqm (GIA)		
	Existing	Proposed	Difference
38-39 Furnival Street (City of London)	194	942	+ 748
40-41 Furnival Street (City of London)	1,229	1,525	+ 296
31-33 High Holborn (Camden)	329	329	0
Tunnels Complex (City of London & Camden)	7,829	7,829	0
<b>Total</b>	<b>9,581</b>	<b>10,625</b>	<b>+ 1,044</b>

The following table provides the proposed GEA (Gross External Area) and GIA (Gross Internal Area) figures split between the two Local Planning Authorities. Approximately 71% of the site area created by the proposed development belongs within the City's boundaries.

	GEA	GIA		
Level	m2	m2	COL (GIA)	Camden(GIA)
38-41 Furnival Street	3,020	2,467	2,467	0
Fulwood Place	386	329	0	329
Tunnel Network	9,828	7,829	5,111	2,718
TOTAL	13,234	10,625	7,578	3,047

### Consultations

On the 10<sup>th</sup> January 140 letters were sent to residential properties in addition to site notices posted on different locations around the proposed main and secondary entrances to the site. Following some minor updates and amendments to the proposed scheme a 14 days re-consultation round was carried out in April 2024.

A total of 57 letters of support have been received supporting the efforts of the proposal to utilise existing infrastructure by embracing and preserving the history of Kingsway Tunnels, boosting the local economy by bringing footfall in the area, creating new jobs and overall, creating a benchmark development of national importance.

A total of 24 letters of objection have been received, with the key themes of objections being residential and business amenity, traffic and highways, and the harm to the conservation area.

Two neutral responses have been received with comments made about noise and traffic.

A total of 12 statutory responses have been received none of which were objecting to the proposed development. Given the somewhat unique nature of the site, the subterranean layout and the long underground distances London Fire Brigade have indicated various measures that would need to be considered post planning stage. While there is no formal objection to the scheme under the Planning Act, it has been considered that further details of the fire strategy would only be known at the Qualitative Design Review (QDR) processes and therefore the applicant has made commitments to actively consult with London Fire Brigade and other emergency services to addresses all matters raised post planning application stage (i.e. under Building Regulations).

From the above, nine were received during the first round of formal public consultation. The second round of public consultation was carried out following receipt of amendments to the proposals, mainly with updates to the transport assessment and servicing plan. Only one new representation has been received following the proposal updates from the Transport for London Spatial Planning team which did not raise any objections to the proposed development.

The representations holding planning material consideration have been addressed in the report and relevant conditions have been recommended wherever necessary.

#### Loss of office

The planning application proposes the loss of office space at 40-41 Furnival Street in order to provide additional ancillary space for the operation of the proposed cultural use. In addition to the submitted Planning Statement supporting information for the proposed loss has been provided over the course of the application. While limited Viability Assessment documentation has been submitted as part of the proposal, the loss of the modest office has been weighed against the exceptional re-use of the adjoining heritage asset (38-39 Furnival Street and the existing tunnels), the inherent requirement of 40-41 Furnival Street for access/ancillary space and the wider economic benefits the cultural use would bring to the City as a whole. Whilst the Local Plan generally resists the loss of office floorspace, the scale of the loss on this site (1,229sqm) would not prejudice the overall supply of office space in the City, nor prejudice the potential for future site amalgamation or result in the loss of existing stock for which there is demand or longer-term viable need. The proposed cultural and visitor use would not compromise the primary business function of the City as it would provide alternative complementary activities to the City's business function offering a unique experience for its workers, residents and visitors, and add a significant cultural supply

to the City's stock meeting Destination City's aspirations. It is considered that the loss of office floorspace would therefore be acceptable in this instance.

### Cultural Use

The Local Plan and London Plan supports the delivery of cultural uses. The proposal would include the provision for permanent and temporary cultural exhibition spaces to bring a new dynamic to the City and facilitate a 7/7 City, increasing footfall and becoming an inclusive destination. The proposal would assist in achieving the City's aspirations for Destination City that focuses on enhancing the leisure and cultural offer in the Square Mile and increase its appeal to existing audiences by creating fun, inclusive, innovative, and sustainable ecosystems. The proposed permanent 'Heritage Experience' would directly reference the historic tapestry of the City and the flexible exhibition spaces, known as 'The Streets', would provide a unique and distinctive space for cultural events within the Square Mile. The proposed bar would further facilitate a 7/7 City and represent a complimentary use to the City's main function although it is noted that this element is located with the London Borough of Camden.

In addition to the above, the development would also bring about a series of social benefits including the provision of enhanced access for disabled people, free school trips, discounted tickets for special groups, training programmes, and opportunities to engage with the local community to shape the design of the exhibitions. It is considered to be an enhancement to the City's cultural provision and provide significant public benefit to residents, workers, and visitors.

### Design and Heritage

The disposition of the final massing and bulk has followed a design-led approach considering macro and local townscape impacts with multiple pre-application negotiations to mitigate adverse impacts on surrounding heritage assets. In respect of massing, height and materiality, the distinctive sense of separate buildings, materials, the celebration of industrial heritage and intended quality would introduce a well-considered, refined, neighbourly architectural set piece. The bold architectural expression would reflect the unique cultural use of the buildings and the subterranean tunnel network.

The proposal would preserve the historic and rarity interest of the Kingsway Tunnels as a non-designated heritage asset and any harm which arises as a result of the development would be mitigated by the improvement to the accessibility and visibility of this currently unknown heritage asset to a wide public audience.

### Public Access and Inclusivity

The tunnels form an existing infrastructure which the proposed development seeks to utilise. Accessibility standards were not included in their design at the time of their construction given the original intent of the structures. The proposal seeks to retain and restore the infrastructure without any construction works taking place in the tunnel network other than general fit-out works. Providing a highly accessible environment

for the site therefore comes with its own challenges. The proposed cultural use would offer step-free access along the site and provisions have been made for ground level accessible cycle space and a parking space for staff arriving on outdoor scooters. Large passenger lifts would provide access to the cultural space and the gift shop at the first and second floors and separate lifts would serve the upper levels including the staff accommodation at level four which is designed with accessible standards. The arrival to the site has been also considered, with improvements to the public realm focusing on pedestrian environment and capacity of the street. Details of the accessibility and inclusivity of the cultural development as well as the operational details for the site would be secured by conditions and Section 106 obligations to ensure highest levels of accessibility would be applied.

### Public Realm

The proposal aims to deliver public realm works to improve the pedestrian environment and the capacity of Furnival Street. It sets the building line of No. 40-41 Furnival Street back to provide an inside foyer and increase the footway width of the main entrance. The original submission has been revised following Transport Officer's comments to align with the City's Healthy Steet scheme, specifically under the Fleet Street Area, Healthy Steets Plan which incorporates Chancery Lane neighbourhood improvements including Furnival Street. Improvement works would be subject to a design scheme by the Highways Authority which should take into consideration a shared surface along Furnival Street, parking arrangements and cycle lane revisions, provision of accessible seating available along the approaches to the development, repair works and greenery. Under the Healthy Streets initiative, the Local Authority would potentially consider time closures of Furnival Street to restrict vehicle access and create a more welcome and safer environment for pedestrians as well as maximising the capacity of the local street for the increased footfall generated by the proposed development, however this would be subject to further consultation with residents and local occupiers.

### Transport

In term of public transport provision, the site has the highest level of Public Transport Accessibility Level (PTAL) of 6B. The submitted Transport Assessment (TA) in support of this application, included details on the trip generation and modal splits. The proposal aims to mitigate its impacts by including various public realm improvement works along the Furnival Street, in conjunction with the City of London's Healthy Street aspirations for the area, as discussed above. The general aim of the Healthy Street plan for Furnival Street is to redesign the street and manage access to make streets more accessible, engaging and providing safe places for people to walk, cycle and spend time. These highway improvements are to be secured through S278 works and its scope via the S106 legal agreement.

The proposal includes a compliant number of 12 long stay cycle parking spaces for the proposed cultural use and an additional 2 spaces for the bar should be provided, however short stay cycle parking for visitors would have to be provided on the public

highway given the constraints of the site. Considering the London Plan and Local policy, officers consider that for this type of use, short cycle parking spaces standards are of a provision of 1 space per 100sqm, thus 125 cycle parking spaces would be required. Due to the constraints of the development located on the Furnival Street and the large number of spaces required, it is not possible to provide these spaces within the development itself. Nevertheless, the application includes a S106 legal agreement to secure the provision of cycle parking spaces on the public highway, including improvements of the cycle infrastructure in the vicinity of this development. Over the course of the application, it was agreed to split the visitor cycle parking between the two LPAs, with LBC agreeing to provide 20% of the total requirement in their highways.

Finally, the Construction Logistics Plans (CLP) and Delivery and Servicing Plans (DSP) are proposed to be developed in accordance with TfL guidance and the latest standards and as such both plans would be monitored throughout the demolition and construction phase and thereafter when the development becomes operational.

#### Daylight/Sunlight and Lighting Scheme

With regard to daylight sunlight impacts, the surrounding residential and commercial buildings have been assessed against the existing and proposed massing of the proposed buildings. In particular 1 to 6 Dyers Buildings, residential properties immediately to the east of the site, have been assessed with other properties surrounding properties being given a lesser weight in the assessment due to their non-domestic nature and windows not orientated within 45 degrees of the uplift of the proposed development. 1-3 Dyers Building assessment results demonstrate a moderate to high level of BRE compliance. Where there are technical breaches of the BRE guidelines, these can be attributed to the low existing levels of daylight currently received by the neighbouring residential properties assessed, which would be sensitive to proportionately higher percentage reductions. 4 –6 Dyers Buildings have been included in later responses on daylight sunlight assessments and showed BRE compliance similar to that of the above.

While the application proposes to demolish the existing buildings at Furnival Street, the proposal seeks to redevelop the buildings in-line with the existing massing and height. This has been intentionally designed as such to ensure a limited impact on the amenity of surrounding neighbours and this is reflected in the very modest alterations to daylight/sunlight within the submitted assessment.

Overall, the daylight and sunlight available is considered to be sufficient and appropriate to the context, and acceptable living standards would be maintained. As such, the overall impact (including the degree and extent of harm) is not considered to be such that it would conflict with any of the relevant development plan policies.

#### Sustainability

The Local Plan and London Plan requires development to support environmental, economic, and social sustainability. The Plans also require that developments are

designed to maximise operational efficiency and minimise associated carbon emissions throughout the buildings' lifetimes.

The proposed development is a retrofit led proposal to bring a historic and well-storied asset, currently under-utilised, back into common usage of high cultural value. Demolition is mostly limited to Furnival Street where the practicalities of construction and accommodating services required make retention unviable. This proposed change of use does come with its own challenges. Built as air-raid shelter and telephone exchange, the tunnels were not designed for ease of access or extended occupation by large numbers of people. The access, ventilation, and cooling requirements to facilitate the proposed visitor numbers have been carefully designed to optimise energy efficiency and minimise waste heat but still come at a high carbon cost with large amounts of equipment, spanning the full length of the tunnels. The potential audio-visual equipment associated with the immersive cultural offering has been demonstrated to increase the carbon impact of the development significantly. However, the new building at Furnival Street has been designed following circular principles, with future flexibility, maintenance and disassembly in mind.

### CIL and Planning Obligations

The scheme would provide benefits through CIL for improvements to the public realm, housing and other local facilities and measures. That payment of CIL is a local finance consideration which weighs in favour of the scheme. In addition to general planning obligations there would be site specific measures secured in the S106 Agreement.

### Conclusion and Recommendation

The proposal has been assessed in accordance with the relevant statutory duties and having regard to the development plan (i.e., the London Plan and Local Plan) and relevant policies and guidance, SPDs and SPGs, relevant advice including the NPPF, the draft Local Plan and considering all other material considerations.

It is almost always the case that where major development proposals come forward there is at least some degree of non-compliance with planning policies, and in arriving at a decision, it is necessary to assess all the policies and proposals in the plan and to come to a view as to whether in the light of the whole plan the proposal does or does not accord with it.

Paragraph 11 of the NPPF sets out that there is presumption in favour of sustainable development. For decision taking that means approving development proposals that accord with an up to date development plan without delay.

In this case, the proposals are considered to be in accordance with the development plan as a whole. In addition, the Local Planning Authority must determine the application in accordance with the development plan unless other material considerations indicate otherwise.

It is the view of officers that as the proposal complies with the Development Plan when considered as a whole and taking into account all material planning considerations, it is recommended that planning permission be granted subject to all the relevant



conditions being applied and Section 106 obligations being entered into in order to secure public benefits and minimise the impact of the proposal.

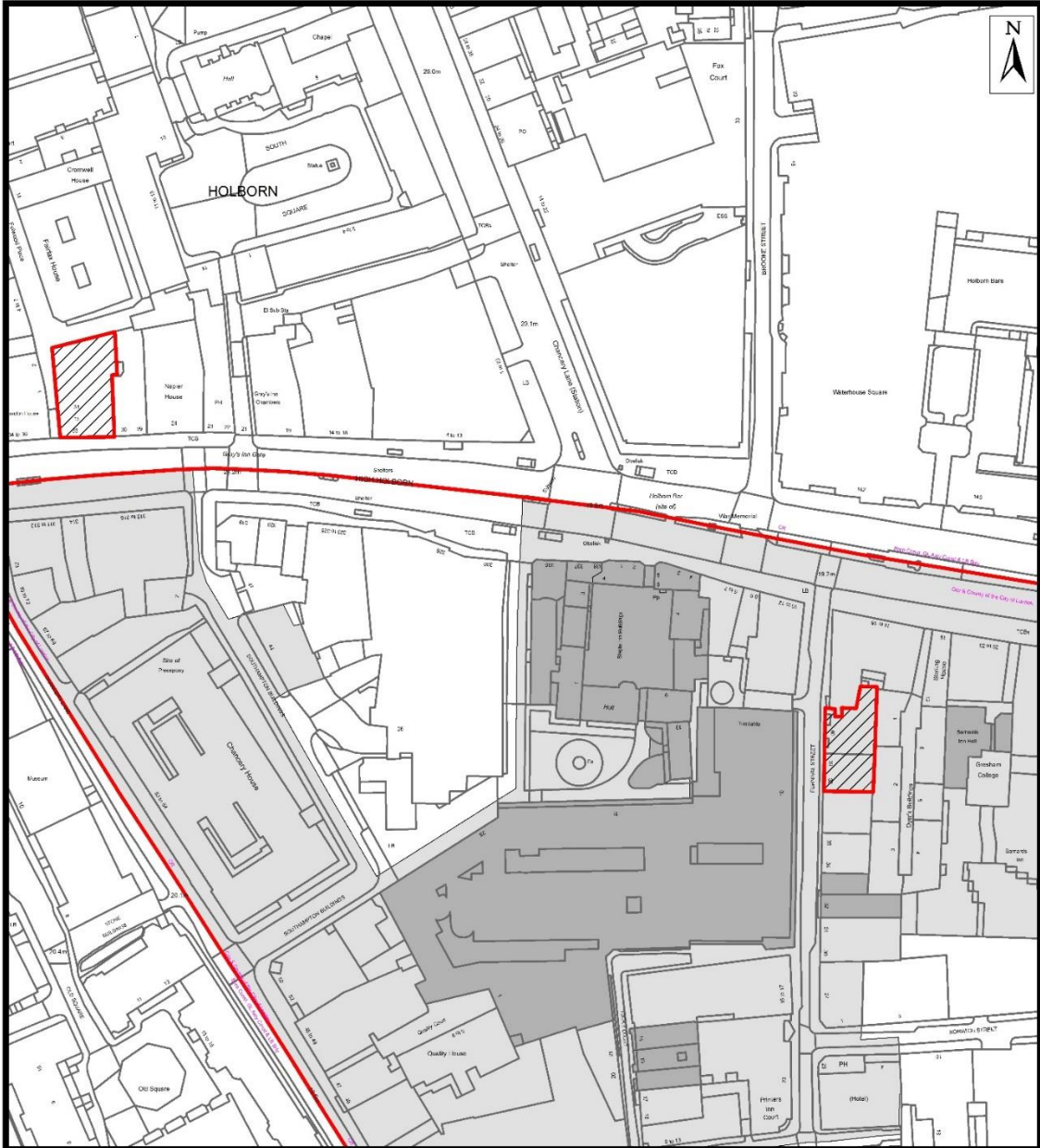
## Recommendation

1. That, subject to the execution of a planning obligation or obligations in respect of the matters set out under the heading 'Planning Obligations' the Planning and Development Director be authorised to issue a decision notice granting planning permission for the above proposal in accordance with the details set out in the attached schedule;
2. That your officers be instructed to negotiate and execute obligations in respect of those matters set out in "Planning Obligations" under Section 106 of the Town and Country Planning Act 1990 and any necessary agreements under Sections 278 and 38 of the Highway Act 1980 in respect of those matters set out in the report;

Or;

3. In the event that a legal agreement satisfactorily securing cross boundary obligations is not completed within 12 months of the date of the resolution officers be instructed to REFUSE permission for the substantive reason that the scheme fails to mitigate the adverse impacts noted within the officer report and is therefore contrary to the policies contained within the Development Plan.

# Site Location Plan



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**ADDRESS:**  
38-41 Furnival Street & 31-33 High Holborn

**CASE No.**  
23/01322/FULMAJ

-  **SITE LOCATION**
-  **LISTED BUILDINGS**
-  **CONSERVATION AREA BOUNDARY**
-  **CITY OF LONDON BOUNDARY**



**ENVIRONMENT DEPARTMENT**

**Image 1:** View looking north down Furnival Street



**Image 2:** View looking north across High Holborn towards 31-33 High Holborn



**Image 3:** Existing equipment with in the Kingsway Tunnels



**Image 4:** Existing canteen with in the Kingsway Tunnels



**Image 5:** Visual of proposed development looking south



**Image 6:** Visual of proposed Furnival Street entrance





**Image 7:** Visual of proposed heritage exhibition



**Image 8:** Visual of proposed bar

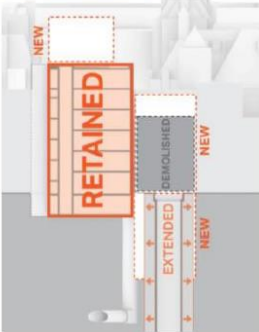
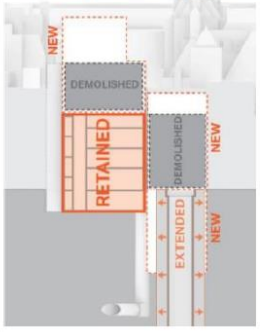
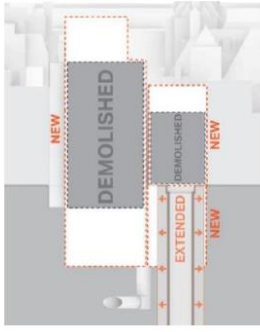


APPLICATION COVER SHEET

38-41 Furnival Street

TOPIC	INFORMATION			
<b>1. HEIGHT</b>	EXISTING		PROPOSED	
	AOD Heights:  39 Furnival Street: +32.25 AOD 40 Furnival Street: +43.89 AOD Fulwood Place: +49.09  AGL Heights:  39 Furnival Street: 12.4m 40 Furnival Street: 24m Fulwood Place: 27.5m		AOD Heights:  39 Furnival Street: +35.63 40 Furnival Street: +41.75 Fulwood Place: +49.09  AGL Heights:  39 Furnival Street: 15.8m 40 Furnival Street: 21.95m Fulwood Place: 27.5m	
<b>2. FLOORSPACE GIA (SQM)</b>	USES	EXISTING	PROPOSED	
	Class F1 (Visitor Attraction)	0	10,341	
	Sui Generis (Bar)	0	248	
	Sui Generis (Tunnels)	8,352	0	
	Class E (Office)	1,229	0	
	TOTAL	9,581	TOTAL:	10,625
			TOTAL UPLIFT:	1,044
<b>3. OFFICE PROVISION IN THE CAZ</b>	Existing: 1,229 sqm Proposed: 0 sqm Office uplift: -1,229 sqm			
<b>4. EMPLOYMENT NUMBERS</b>	EXISTING		PROPOSED	
	Circa. 65		Circa. 85	
<b>5. VEHICLE/CYCLE PARKING</b>	EXISTING		PROPOSED	
	Car parking spaces	0	Car parking spaces	0

	Accessible car parking	1	Accessible car parking	1
	Cycle long stay	0	Cycle long stay	14
	Cycle short stay	7	Cycle short stay	125
	Lockers	0	Lockers	Staff: 18 small lockers  Visitors: 9 large object lockers / 18 small lockers
	Showers	0	Showers	Staff: 2
	Changing facilities	0	Changing facilities	Staff: 2 Visitors: 1
<b>6. HIGHWAY LOSS / GAIN</b>	No loss or gain of highway proposed.			
<b>7. PUBLIC REALM</b>	S278 agreement to secure improve pedestrian environment and capacity of Furnival Street, to include a shared surface.			
<b>8. STREET TREES</b>	<b>EXISTING</b>		<b>PROPOSED</b>	
	0		0	
<b>9. SERVICING VEHICLE TRIPS</b>	<b>EXISTING</b>		<b>PROPOSED</b>	
	N/A		8 deliveries on a typical day and up to 14 vans during times when exhibition set up is required.	
<b>10. SERVICING HOURS</b>	All delivery activity will take place outside of opening hours and predominantly between 20:00-22:00.			
<b>11. RETAINED FABRIC</b>	90% of total site by area (Furnival St., Tunnels, & Fulwood Place) 0% of Furnival Street by area 14.2 m3 of brick, 1.4m3 of precast louvres (subject to condition)			

<b>12. OPERATIONAL CARBON EMISSION SAVINGS</b>	Improvements against Part L 2021: 41.4% (30.7 tCO <sub>2</sub> ) GLA requirement: 35 %																
<b>13. OPERATIONAL CARBON EMISSIONS</b>	B6 & B7 = 1,090 kgCO <sub>2</sub> e/m <sup>2</sup> 11,582,588 kgCO <sub>2</sub> e  Based on medium scenario as set out in Sustainability section																
<b>14. EMBODIED CARBON EMISSIONS</b>	<p style="text-align: center;"><b>PROJECT LIFE CYCLE EMISSIONS COMPARED TO GLA RETAIL BENCHMARKS (No benchmarks available for cultural buildings)</b></p> <table border="1" data-bbox="528 775 1452 1133"> <thead> <tr> <th>TOTAL kg CO<sub>2</sub>e/m<sup>2</sup> GIA</th> <th>Module A1-A5 (Excluding Sequestered Carbon)</th> <th>Modules B-C (Excluding B6 &amp; B7)</th> <th>Modules A-C (Excluding B6 &amp; B7; Including Sequestered Carbon)</th> </tr> </thead> <tbody> <tr> <td>Medium Scenario</td> <td>745</td> <td>914</td> <td>1,652</td> </tr> <tr> <td>GLA Benchmark</td> <td>&lt;850</td> <td>&lt;200</td> <td>&lt;1050</td> </tr> <tr> <td>GLA Aspirational Benchmark</td> <td>&lt;550</td> <td>&lt;140</td> <td>&lt;690</td> </tr> </tbody> </table> <p>Total upfront embodied carbon 7,911.8 tonnes CO<sub>2</sub>e / 745 kgCO<sub>2</sub>e per sqm</p>	TOTAL kg CO <sub>2</sub> e/m <sup>2</sup> GIA	Module A1-A5 (Excluding Sequestered Carbon)	Modules B-C (Excluding B6 & B7)	Modules A-C (Excluding B6 & B7; Including Sequestered Carbon)	Medium Scenario	745	914	1,652	GLA Benchmark	<850	<200	<1050	GLA Aspirational Benchmark	<550	<140	<690
TOTAL kg CO <sub>2</sub> e/m <sup>2</sup> GIA	Module A1-A5 (Excluding Sequestered Carbon)	Modules B-C (Excluding B6 & B7)	Modules A-C (Excluding B6 & B7; Including Sequestered Carbon)														
Medium Scenario	745	914	1,652														
GLA Benchmark	<850	<200	<1050														
GLA Aspirational Benchmark	<550	<140	<690														
<b>15. WHOLE LIFE-CYCLE CARBON EMISSIONS</b>	Total whole life-cycle carbon emissions: 29,137 tonnes CO <sub>2</sub> Whole life-cycle carbon emissions per square meter: 2.742 tonnes CO <sub>2</sub> /sqm																
<b>16. WHOLE LIFE-CYCLE CARBON OPTIONS</b>	<div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p>1. Major Refurbishment</p>  </div> <div style="text-align: center;"> <p>2. Major Refurbishment with extension</p>  </div> <div style="text-align: center;"> <p>3. New Build</p>  </div> </div>																

Furnival Street Options	Option 1 Major refurb	Option 2 Major refurb with extension	Option 3 Redevelopment
1. Gross Internal area (GIA) m <sup>2</sup>	1979	2125	2589
2. Increase in GIA (over existing)	10%	35%	60%
3. Substructure % retained by mass	100%	100%	0%
4. Superstructure % retained by <u>area</u> ( <i>frame, upper floors, roof, stairs, ramps</i> )	55%	35%	0
5. Upfront Embodied Carbon (A1-A5) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA)	666	616	818
6. In-use & End of Life Embodied Carbon (B-C) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA) <i>excl. B6 &amp; B7</i>	464	461	453
7. Life-cycle Embodied Carbon (A1-A5, B1-B5, C1-C4) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA)	1,130	1,077	1,271
8. Fuel source	Electricity	Electricity	Electricity
9. Operational Energy Use (B6) of the Tunnels + Furnival St. (divided by GIAm <sup>2</sup> of Furnival St. only) (kWh/m <sup>2</sup> /yr GIA)	424	395	324
10. Estimated Whole Building Operational Carbon for building lifetime (B6) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA)	883	822	675
11. <b>Total WLC Intensity</b> (incl. B6 & pre-demolition) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA) <i>Module B7 is not considered</i>	<b>2,026</b>	<b>1,918</b>	<b>1,977</b>

	12. Upfront embodied carbon (A1-A5) (tCO <sub>2</sub> e)	1,318	1,309	2,118
	13. In-use embodied carbon (B-C, excl. B6 & B7) (tCO <sub>2</sub> e)	918	980	1,173
	14. Operational carbon for building lifetime (B6) Tunnels + Furnival St. (tCO <sub>2</sub> e)	1,747	1,748	1,746
	15. <b>Total WLC</b> (incl. B6 and pre-demolition) (tCO <sub>2</sub> e) <i>Module B7 is not considered</i>	<b>4,009</b>	<b>4,077</b>	<b>5,117</b>
<b>17. TARGET BREEAM RATING</b>	Targeting a high-score “Very Good” BREEAM rating.			
<b>18. URBAN GREENING FACTOR</b>	0.13			
<b>19. AIR QUALITY</b>	As there are no anticipated operational emissions associated with the Proposed Development it is considered to be Air Quality Neutral.			

## Main Report

### **Assessing a cross-boundary planning application**

1. The application site straddles the City of London and the London Borough of Camden boundaries.
2. The National Planning Practice Guidance provides that where a site, which is the subject of a planning application, straddles one or more local planning authority boundaries, the applicant must submit identical applications to each local planning authority.
3. Each planning application falls to be assessed under the Town and Country Planning Act 1990. S70 provides that in dealing with a planning application the local planning authority should have regard to the development plan, any local finance considerations and any other material considerations. Planning and Compulsory Purchase Act S38 (6) provides that where regard is to be had to the development plan the determination should be in accordance with the development plan unless material considerations indicate otherwise.
4. Duplicate planning applications for the proposed '*Change of use of existing deep level tunnels (Sui Generis) to visitor and cultural attraction (Use Class F1(b)(c)), including bar (Sui Generis); demolition and reconstruction of existing building at 38-39 Funnival Street; redevelopment of 40-41 Funnival Street, for the principal visitor attraction pedestrian entrance at ground floor, with ancillary retail at first and second floor levels and ancillary offices at third and fourth levels, excavation of additional basement levels at 40-41 Funnival Street and 38-39 Funnival Street, and widening of lift shaft at 38-39 Funnival Street; creation of new, pedestrian entrance at 31-33 High Holborn, to provide secondary visitor attraction entrance (including principal bar entrance), deepening of lift shaft at 31-33 High Holborn; provision of ancillary cycle parking, substation, servicing and plant, and other associated works*' have been submitted to the London Borough of Camden (LBC) and the City of London (CoL) Local Planning Authorities (LPA). Each LPA will determine the application in accordance with the considerations below. Each planning application is assessed independently by each LPA, with each being entitled to reach its own decision on the application in the usual way.
5. The majority of the application site would fall within the City of London, with the northern 31-33 High Holborn site, providing the primary access to the bar and secondary emergency access to the tunnels, falling within the LBC's administrative area. However, the Planning Applications Sub-Committee is

required to consider the application as a whole and not just those elements which are within the City of London.

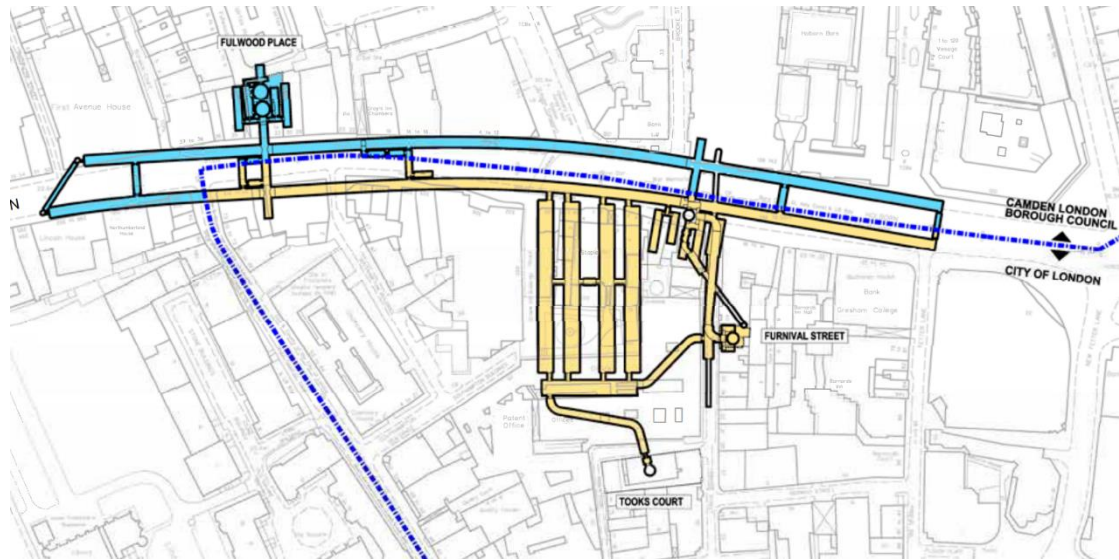
6. In considering this application the development plan comprises the City Local Plan 2015, the London Plan 2021 and other policies which apply in the City as referred to in this report. The emerging draft City Plan 2040 is currently in consideration. CoL officers have been in continuous liaison with LBC officers over the course of the application process, having shared the planning material considerations of the development and the assessment taken by each LPA to ensure any concerns or objections have been adequately addressed to the satisfaction of both LPAs. The application submitted to the LBC is due to be determined by its planning application committee on the 11<sup>th</sup> of July 2024.
7. If both authorities grant planning permission, each authority will grant permission in so far as it relates to land in their respective administrative area.

### **Site and Surroundings**

8. The application site is 0.9ha in size of which approximately 0.7ha is subterranean and extends along two Local Planning Authorities, the City of London Corporation (CoL) and the London Borough of Camden (LBC). The underground element consists of a network of tunnels (formally named the Kingsway Tunnels) that run underneath High Holborn and Holborn, parallel and below the London Underground Central Line, and to the south below Staple Inn Buildings and Took's Court.
9. The Kingsway Tunnels were built in the early 1940s underneath Chancery Lane tube station with the purpose of sheltering 10,000 people during WWII. The original tunnels offered approximately 7,000 sqm of internal floor space including two 5.1m diameter tunnels known historically as 'North' and 'South' 'Street' that run parallel and below the Central Line beneath High Holborn. While originally constructed and intended to be used as a deep-level shelter, the tunnels were instead used by the British government as a secret telecommunications centre, including use by the Special Operations Executive (SOE). In 1949 the tunnels were given to the General Post Office (GPO). The two-tunnel shelter was extended by the addition of four tunnels of 7.2m diameter, known as the 'Avenues', at right-angles to the originals and a perpendicular service avenue of the same diameter connecting to all four. The additional tunnels were completed by 1954, and in 1956 it became the termination point for the first transatlantic telephone cable - TAT1. From the 1960s until the early 1980s, Kingsway Trunk Switching Centre (as it became known) was a trunk switching centre and repeater station with Post Office engineering staff totalling over 200 at its peak. At that point, the tunnels were closed following findings of large quantities of blue asbestos on the site. The



tunnels are currently not accessible by the public. British Telecom has a maintenance team accessing the tunnels via Fulwood Place.



**Figure 1. Tunnels network – light-blue portion in LB Camden, yellow portion in City of London**

10. The original public access to the shelters was from Chancery Lane tube station and the historical entrance was located at 31-33 High Holborn. When the tube station moved to its present location, the original connection to the tunnels was blocked off, leaving only two access points at 38-39 Furnival Street (City) and at Fulwood Place (Camden) which were not designed for public use.
11. Currently the tunnels include historic elements such as mechanical equipment, a canteen, a games room, a bar, and other historic remains. Much of the historic equipment, such as the telecommunications board, are stored elsewhere.
12. Above ground, the site comprises of three buildings. Two buildings are located in the City of London boundary at No.38-39 and 40-41 Furnival Street and the third is located in the London Borough of Camden at 31-33 High Holborn, accessed via Fulwood Place.
13. The buildings at No.38-39 and 40-41 Furnival Street are located approximately 60m to the south of Holborn and they are bounded by Furnival Street to the west, the building at 36-37 Furnival Street to the south, 1-6 Dyer's Buildings to the east and 14-18 Holborn to the north. They are also located in the Chancery Lane Conservation Area which has a recognisable network of street from the 17<sup>th</sup> century, Southampton Buildings, Furnival Street, Cursitor Street, Took's Court and others. Within the north of the Conservation Area a great number of narrow building plots survive as originally set out in the medieval period, such as at 38-41 Furnival Street.

14. The building at 38-39 Furnival Street comprises of three storeys above ground and forms the east entrance to the tunnels, which is currently closed. It is seen to have a positive contribution to the conservation area as it offers a strikingly industrial aesthetic to the street, contrasting with the refined architecture of No.10 opposite. It combines concrete tiles at ground level and red brick at the upper levels. The two sides of the building step away from the neighbouring buildings creating a sense of a utilitarian brick block sitting on a concrete wall. Another unique element of the building is the louvred large concrete ventilation grille section in the middle of the brick 'block' on the front elevation. Internally the building houses a goods shaft and ventilation ducts serving the eastern part of the tunnels.
15. No.40-41 Furnival Street, is a late '90s six-storey office building including a basement level. It is one of the tallest buildings on Furnival Street and has a commercial appearance of its time. It has beige bricks at the ground levels, a glazed section in the middle of the upper levels with red bricks at either side and it gradually steps in at the uppermost levels. Contrary to No.38-39, the character of No.40 is out of keeping with the prevailing architectural aesthetic of Furnival Street due to its large bow front and is not deemed to be a positive contributor to the conservation area.
16. Together Nos 38-39 and 40-41 offer an area of 1,423 sqm.
17. Furnival Street comprises a mix of residential and commercial occupiers. There are residential premises near the site, with the closest being the adjoining 36-37 Furnival Street (Aston House), 34-35 Furnival Street and the Dyer's Buildings to the east. The premises across the street and immediately to the north of 40-41 Furnival Street are in commercial use.
18. Holborn is a prominent broad thoroughfare with a variety of uses and active frontages at ground level. It has a mix of historic and contemporary building stock with larger modern offices dominating parts of the street. Holborn serves a dual carriageway with double lanes for cars and bus routes. It has wide pavements and regular crossings, near the site, with a central island running along the street hosting cycle and motorbikes parking at locations towards the east side of the site. Bike lanes run along the edges of each carriageway offering east and west connections. Holborn extends to High Towards the west of Holborn is 31-33 High Holborn, the west entrance to the tunnels, comprising an area of 364 sqm with a mix of office and residential uses on the upper levels.
19. Chancery Lane Underground Station, Farringdon Station and City Thameslink are the nearest transport facilities to the site's entrances. The nearest public cycle parking spaces are located in High Holborn and Took's Court.

20. The site is located in the Chancery Lane Conservation Area. No.38-39 Furnival Street building, as an original part of Kingsway Tunnels, is considered to be a non-designated heritage asset due to its rarity and historic interest. The development site does not contain any statutory listed buildings. The nearest listed buildings and scheduled monuments to the site are 32 & 33 Furnival Street (Grade II listed), 10 Furnival Street and 25 Southampton Buildings (all Grade II\* listed), and Barnard's Inn Mercers' School Hall (Scheduled Ancient Monument).

### **Relevant Planning History**

21. This section is only relevant to the planning history of the part of the site located in the City of London.
22. The building at 38-39 Furnival Street is one of the original assets of the Kingsway Tunnels which was built in the 1950's to ventilate the tunnels. There is no planning history linked to this asset.
23. The existing building 40-41 Furnival Street was built by virtue of planning permission 1205D granted on 2<sup>nd</sup> December 1988 for the demolition of the previous buildings at 40-41 Furnival Street and construction of a new office (B1) building.
24. There is no additional relevant planning history to the site.

### **Proposal**

25. Planning permission is sought for:
- The use of the Kingsway Tunnels as a visitor and cultural attraction (Use Class F1(b)(c)), including a bar (Sui Generis);
  - The demolition of 38-39 Furnival Street and reconstruction of the building with four-storeys above ground and an outdoor amenity space to the roof level;
  - The demolition of 40-41 Furnival Street and erection of a five-storey building with plant room to the roof level;
  - Use of the new building at 38-41 Furnival Street as ancillary to the tunnels/cultural attraction including a principal entrance at the ground floor, hosting of MEP and plant equipment, ancillary retail (gift shops) and staff accommodation;
  - Creation of a secondary entrance at 31-33 High Holborn via Fulwood Place (only relevant to London Borough of Camden);
  - Provision of ancillary cycle parking, substation, servicing and plant; and

- Public Realm works on Furnival Street.

26. The following table provides the proposed GEA (Gross External Area) and GIA (Gross Internal Area) figures split between the two Local Planning Authorities. Approximately 71% of the site area created by the proposed development belongs within the City's authority boundary.

**Table 1. Proposed GEA and GIA figures between CoL and LBC**

	GEA	GIA		
Level	m2	m2	CoL (GIA)	Camden (GIA)
38-41 Furnival Street	3,020	2,467	2,467	0
Fulwood Place	386	329	0	329
Tunnel Network	9,828	7,829	5,111	2,718
<b>TOTAL</b>	<b>13,234</b>	<b>10,625</b>	<b>7,578</b>	<b>3,047</b>

27. The overall uplift in space would be 1,044sqm of GIA floorspace created by the redevelopment works at Furnival Street. There is no other uplift in floorspace in the tunnels or at the London Borough of Camden entrance.

**Table 2. Schedule of Areas**

Schedule of Areas			
Building	sqm (GIA)		
	Existing	Proposed	Difference
38-39 Furnival Street (City of London)	194	942	+ 748
40-41 Furnival Street (City of London)	1,229	1,525	+ 296
31-33 High Holborn (Camden)	329	329	0
Tunnels Complex (City of London & Camden)	7,829	7,829	0
<b>Total</b>	<b>9,581</b>	<b>10,625</b>	<b>+ 1,044</b>

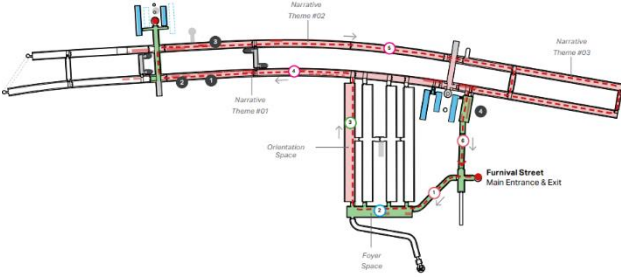
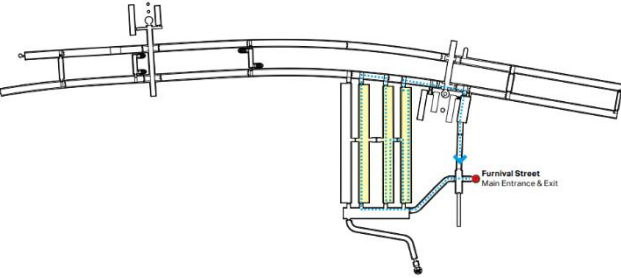
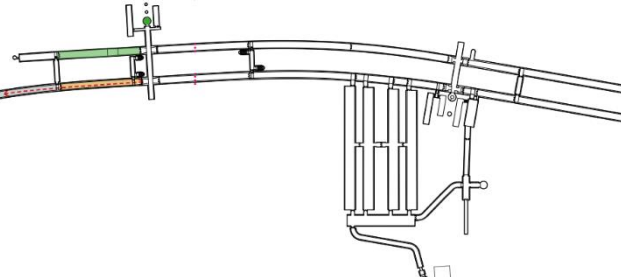
28. The uses of the proposed development would comprise:

**Table 3. Breakdown of proposed areas floorspace**

Use	Floorspace (GIA)
<b>Bar (Sui Generis)</b>	<b>284 sqm</b>
<b>Visitor Attraction (F1)</b> includes tunnels (excl bar), above-ground areas, and ancillary uses	<b>10,341 sqm</b>
<i>Ancillary Office – Staff Office Space (F1)</i>	58.2 sqm
<i>Ancillary Retail – Gift Shop, Storage &amp; Stair (F1)</i>	227 sqm
<b>Total Floorspace</b>	<b>10,625 sqm</b>
<i>Camden</i>	<i>3,047 sqm</i>
<i>City of London</i>	<i>7,578 sqm</i>

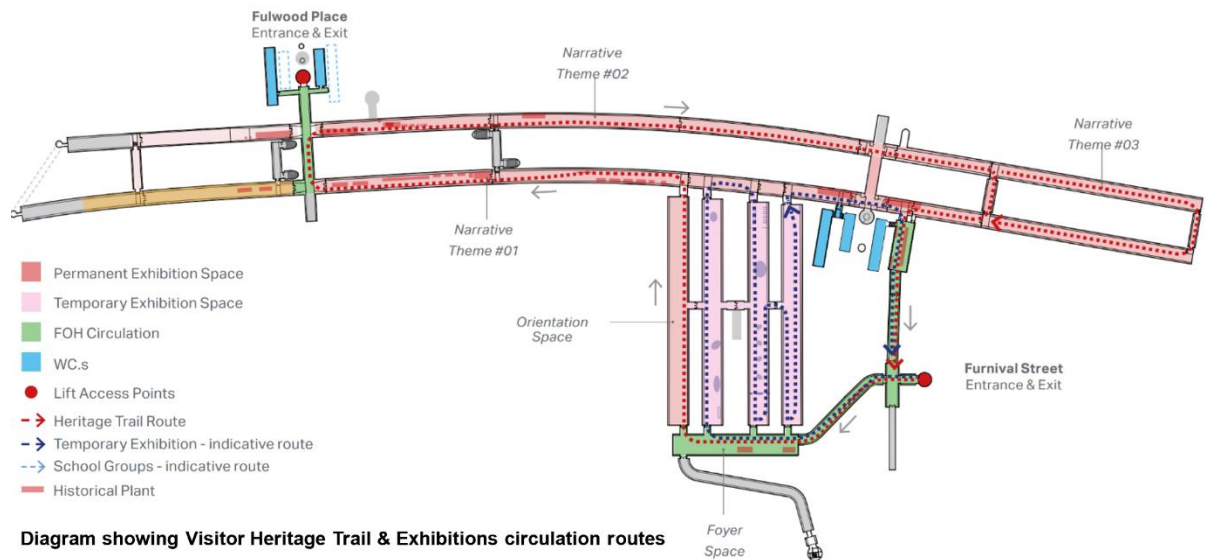
29. The height of the proposed development would be 41.75m AOD at its highest part. The demolition of the buildings at 38-41 Furnival Street is being proposed instead of retention to allow an open excavation and enlargement of the existing lift shaft at 38-39 Furnival Street. The new buildings would share the same floorspace but their external appearance would indicate their individuality by articulating two facades. 40-41 Furnival Street would maintain its commercial aesthetic by featuring translucent glass bricks on the façade, whilst the brick façade and concrete louvre at No.38-39 would be reused and/or replicated to ensure the continuation of the building's historical character.
30. The ground floor elevation at 40-41 Furnival Street will be recessed to allow for more external space and a sheltered area at the proposed principal entrance. The ground floor of the combined building would provide step-free access to the underground cultural spaces via a round lift shaft which follows the form of the existing historic shaft at the same location. A reception check-in desk would be located next to the entrance and an X-ray scanner would be placed in the corridor that leads to the waiting lobby area to securely let people in the building.
31. The tunnels would be split into three different areas. These are described in the following table and depicted in the plans below.

**Table 4. Proposed areas in the tunnels**

<p><b>Heritage Exhibition</b> (shared between CoL and LBC – red area) – Permanent exhibition area focusing on the history of the tunnels and the people who occupied them. Integrates a mix of immersive experiences with the use of technology and the exhibition of historic remains.</p> <p>Main exhibition area: ‘Streets’ the two longest horizontal sections of the tunnels.</p>	
<p><b>Cultural Exhibition</b> (solely in CoL – yellow area) – Temporary exhibition area using cutting-edge technology that creates fully immersive environments. To be adaptive for multiple cultural events.</p> <p>Main exhibition area: ‘Avenues’ the three parallel avenues that run in the southern part of the tunnels.</p>	
<p><b>Bar</b> (solely in LBC – orange area) – The deepest bar in the UK. Accessed via Fulwood Place. The green area above the bar has been marked as a <b>multifunction space</b> which could be used as an Orientation/Classroom space during school trips.</p>	

32. The Heritage Exhibition space makes up approximately 53% (1,965sqm of 3,713 sqm) of the total exhibition area (excluding front and back of house, ancillary uses, toilets, lobbies), and the Cultural Exhibition space makes up approximately 47% (1,748sqm of 3,713 sqm).

33. The Heritage and Cultural Exhibition spaces would be accessed via the new Furnival building, whereas the secondary entrance via Fulwood Place forms the main access point to the new deep-level bar. The exhibition spaces in the tunnels have been designed to accommodate a peak occupancy of 750 visitors at any given time which is only expected to occur 20 days (the busiest days) of the year. The typical occupancy is estimated at 490 people per hour in the tunnels (760pp/hr across the site) who are anticipated to spend one hour and twenty minutes in the exhibition areas. The technical occupancy of the tunnels (defined by evacuation, fresh air supply, and fire strategy) has been designed to exceed the occupancy numbers.
34. At the first and second floor levels of the new Furnival building ancillary retail space would be provided, to allow for a gift shop (on level one) and a gallery (on level two mezzanine) in connection with the cultural experience as the last part of the visitor's journey. Level three would be used to house mechanical equipment and would not be accessible to the members of the public. A staff room would be provided at level four with access to a roof terrace, utilising the roof of the new 38-39 Furnival Street building. The roof of the new 40-41 Furnival Street would be used as a plant room to host equipment that serves the tunnels which requires natural ventilation. Most of the plant equipment would be located above ground to facilitate its maintenance and accessibility. Two separate lifts would be provided at the rear of the building, one to be used by the members of the public leaving the gift shop area and the other for staff and goods transfer across all levels. Evacuation lifts, dedicated Fire-Fighters lifts, and evacuation stairs would be provided at each shaft (at both Camden and City entrances).
35. There would be three basement levels mainly used as plant rooms, including other facilities such as refuse storage and housing the new round lift shaft to the south side. Visitors would be taken to basement level three from where they enter the tunnels and begin their tour. The diagram below shows the visitor route in the exhibition areas.



**Figure 2. Diagram showing Visitor Heritage Trail & Exhibitions circulation routes**

36. A total of 12 long-stay cycle parking has been proposed for the entire cultural use to be split across the ground floor and basement level, including an accessible space, accessed through the south side emergency exit. Visitor cycle parking is proposed off-site. Separate cycle parking is proposed in Fulwood Place, Camden.
37. The proposed development would also provide public realm improvements to mitigate the impact on the public highway from the increased traffic and provide a safer welcoming pedestrian environment.

## **Consultations**

### **Statement of Community Involvement**

38. The Applicants have submitted a Statement of Community Involvement (SCI) outlining their public engagement with stakeholders including: a traditional public exhibition held in October 2023; a consultation website ([www.thelondontunnels.com](http://www.thelondontunnels.com)); special preview events; 4,473 newsletters posted to local addresses around the site including residents, businesses and community groups; a social media campaign was held alongside a further organic promotion to reach international coverage.
39. The public exhibition lasted for a calendar week and was held on Saturday 7<sup>th</sup>, Tuesday 10<sup>th</sup>, Thursday 12<sup>th</sup> and Saturday 14<sup>th</sup> of October 2023 at St Albans Centre, Leigh Place, Baldwin's Gardens, London, EC1N 7AB. The exhibition invited people to go to St. Alban's Centre and see the detailed design proposals



in person and meet with the team. In total 119 members of the public attended all six consultation events including key stakeholders and local residents.

40. A Ward Member Preview Event took place on Thursday 5 October 2023 and the Local Neighbour Preview Event on Saturday 7 October 2023. A list of stakeholders' names, their organisation and type/day of engagement is provided in full in the SCI.
41. 222 surveys were completed from the online and in-person engagement of which 99% were either positive or neutral about the proposal. The social media and website consultation also generated 48 emails and phone calls which have helped to inform the proposed development evolution.
42. The main areas of focus on consultation responses were accessibility, historic value and preservation, art and culture, technology and construction impact. The applicant sets out that consultees would like to see a highly accessible development that is inclusive for everyone not only physically but also financially, specifically ensuring the attraction remains open and accessible to a wide group of people. The history of the site has intrigued many consultees who would like to see it preserved and celebrated by retaining its authenticity and heritage/cultural value. Proposals from consultees to use technology for sustainability achievements were made that focus on climate change solutions and renewable energy but also a way to educate people on that field. Concerns were raised as to the increased footfall to the local area, causing disturbance and how that would be managed and mitigated by the development. Similarly, other concerns focused on the construction impacts affecting local traffic and noise levels along Furnival Street.

#### Consultation and notification

43. Following receipt of the application, it has been advertised on site on 21<sup>st</sup> December 2023 and in the press on 9<sup>th</sup> January 2024. Residents near the two entrances were included in consultations. On 10<sup>th</sup> January 2023, 140 letters were sent to residential properties, in addition to the publicity carried out as set out above. The relevant statutory consultees have been consulted following the validation of the application.
44. Following consultation feedback, the applicant made some design and highways amendments and updates on the accessibility and daylight sunlight reports. These were received on the 2<sup>nd</sup> April 2024. Accordingly, a 14-day re-consultation has been undertaken. On 23<sup>rd</sup> April 2024, re-consultation letters were sent to the same residential properties to inform them on the minor amendments to the scheme. Copies of all representations are appended in full and appended to this report at Appendix A. A summary of the representations received and the consultation responses is set out in the tables below.

45. The applicant has provided detailed responses to matters raised in consultee responses. The applicant's responses should be referenced as background papers at Appendix A.
46. The views of other City of London departments have been taken into account in the preparation of this report and some detailed matters are addressed by the proposed conditions and the terms of the S106 agreement.

Statutory Consultation

47. A total of 12 statutory responses have been received which are summarised in the following table.

**Table 5. Statutory consultation responses**

Consultee	Summary of comments
<b>GLAAS</b>	<p>The comments make reference to the submitted archaeological desk-based study submitted as part of the current application. GLASS comments that remains of the late 17<sup>th</sup> Century were excavated on the southern half of the site which may have removed any evidence for the earlier inn. All archaeological remains have likely been removed from 40-41 Furnival Street.</p> <p>In relation to excavation works at 38-39 Furnival Street, it is likely that some archaeological potential remains and therefore further archaeological work is recommended in advance of the excavation of the new basement.</p> <p>Despite limited works being proposed for the tunnels, GLAAS notes that the tunnels are of high heritage interest and recommends that historic building recording for the site is carried out for them in advance of development. A condition has been recommended along these lines.</p> <p>In accordance with NPPF paragraph 205 the applicant should record the significance of any heritage assets that the development harms. Applicants should improve knowledge of assets and make this public.</p> <p>GLAAS advises that the development could cause harm to archaeological remains and field evaluation is needed to determine appropriate mitigation. It is considered a two-stage archaeological condition comprising firstly of evaluation to clarify the nature and extent of surviving remains and followed, if necessary, by a full investigation.</p>

	<p><b>Officer response:</b> The matter is addressed in the Archaeology section of the report.</p>
<p><b>Historic England (Inspector of Ancient Monuments)</b></p>	<p>HE has commented on designated heritage assets only. It has been noted that the development site sits close to the scheduled monument of Barnards Inn. The proposed development does not physically affect the Inn. However, Barnards Inn is encapsulated within a mass of more recent buildings, experiencing overshadowing. The proposed development would not compromise the setting of the Inn any further, although HE notes that care should be taken to ensure access to it remains easily navigated and signage is not impacted. As long as the application would not materially change, HE would not need to be re-consulted.</p> <p><b>Officer response:</b> The proposed buildings' height and mass remained the same over the course of the application. Therefore, HE has not been re-consulted.</p>
<p><b>TfL (Infrastructure Protection)</b></p>	<p>TfL (Infrastructure Protection) has no objection to the proposed development in principle. The consultee has however set out a number of potential constraints linked to the proximity of the development site with London Underground railway infrastructure. A set of conditions have been recommended that require consultation with TfL Infrastructure Protection through submission and approval by the LPA.</p> <p><b>Officer response:</b> Conditions are recommended.</p>
<p><b>TfL (Spatial Planning)</b></p>	<p><u>Pedestrian Comfort</u></p> <p>TfL (Spatial Planning) deems the pedestrian comfort levels submitted acceptable.</p> <p><u>PT Impact</u></p> <p>TfL suggests that wayfinding measures in the station would help people exiting the station more easily will help offset this impact (and improve their experience of the venue), as would wayfinding on the street to help people find the destination, and on return raise awareness of proximity to other destinations and public transport, improving their experience.</p> <p><u>Cycle Parking</u></p> <p>TfL advises that further work should be carried out to improve the long-stay cycle parking design and access.</p> <p><u>Car Parking</u></p> <p>Subject to both LPA's deeming the location and operation of the blue-badge bay being acceptable, TfL consider this</p>

appropriate. However, the applicant is encouraged to identify blue badge locations on the Camden access point.

#### Taxi and Coach Access

TfL requests for more clarity on how or if taxi's/ private hire vehicles would be restricted from accessing Furnival Street. They request a more robust coach management plan is provided. The TfL Coach team have highlighted that a current plan could lead to illegal parking on street which in turn would impact safety and operation of Holborn. It has been suggested that coaches could use Bedford Row as an official parking bay or consider the provision of a bay on northbound element of Kingsway. Further discussion on this element should be provided and the relevant review mechanisms in the travel plan and operational strategy should be put in place to allow amendments where deemed necessary.

#### Delivery and Servicing

TfL have concerns over the feasible operation of the Delivery and Servicing Plan particularly on Furnival Street and clarification is sought on how this will be managed. The final DSP should be secured by condition and should also consider when the needs of the occupier may change for special events etc.

#### Construction Logistics

TfL acknowledge the Outline Construction Logistics Plan, but has serious concerns over the proposed management, operation and feasibility of carrying out this plan. This should have the earliest engagement in order to provide

suitable mitigation as this may impact pedestrian, bus operations and London Underground Infrastructure. TfL recommends that the access proposal is supported by a road safety audit, also that for pedestrian and cycle routing during construction, these should subject to detail assessment in accord with Construction Logistics and Community Safety standard and appropriate pedestrian comfort levels. The final Construction Logistics Plan should be provided in accordance with TfL guidance and discharged in consultation with TfL.

#### Wayfinding

A Wayfinding Strategy is recommended to be secured by condition. This should include updates to wider Legible London Signage and the provision of additional signage where appropriate on street and potentially within LU Stations.

#### Travel Plan

	<p>TfL welcome the provision of the revised travel plan which includes a range of soft and hard measures. Suggested additional measures which may form part of their travel plan could be the provision of a wayfinding strategy which would encourage people to walk from key transport nodes and to reduce pedestrian congestion in key locations. Another measure which could be included as part of the plan and/or upon review of the plans, could be to incorporate Santander Cycle Hire with tickets. TfL offer innovative ways to work with business to provide sustainable transport options such as this. Given the site is well served via cycle hire and cycling infrastructure, this could be a suitable option.</p> <p><u>Operational Management Strategy</u></p> <p>TfL advises that the applicant should provide an operational management plan which should be secured via condition. This should provide sufficient mechanisms and proposals which can be adapted once the venue is operational.</p> <p><u>Dockless Bikes</u></p> <p>TfL request the City of London and the LB of Camden work with the dockless bike providers to provide a no parking zone surrounding the access locations. Whilst this is not within the control of the future occupier, the reason behind this request is due to the constraint nature of the access points and potential implications of the bikes being in these inconvenient locations.</p> <p><u>Cycle Hire</u></p> <p>On this occasion TfL are not requesting a cycle hire contributions given the expect impact of the development will be outside of peak hours when the system experiences most pressure. However, measures mentioned above via the Travel Plan should be secured appropriately.</p> <p><b>Officers response:</b> The comments are taken into consideration – the Transport and Highways section of this report addresses the above matters. Conditions have been recommended.</p>
<p><b>Thames Water</b></p>	<p>Thames Water has raised no objections and has requested conditions to be included to require a piling method statement.</p> <p>Thames Water advises that any significant work near their sewers must minimize the risk of damage. Works should be guided in accordance with the Thames Water ‘guide working near or diverting our pipes’.</p>

As required by Building regulations part H paragraph 2.36, Thames Water requests that the Applicant should incorporate within their proposal, protection to the property to prevent sewage flooding, by installing a positive pumped device (or equivalent reflecting technological advances), on the assumption that the sewerage network may surcharge to ground level during storm conditions.

If as part of the basement development there is a proposal to discharge ground water to the public network, this would require a Groundwater Risk Management Permit from Thames Water. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. They would expect the developer to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [trade.effluent@thameswater.co.uk](mailto:trade.effluent@thameswater.co.uk).

With regard to the COMBINED WASTE WATER network infrastructure capacity, Thames Water would have no objection based on the information provided.

Thames Water would expect the developer to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. They have requested an informative to be included to advise on the requirement for a Groundwater Risk Management Permit from Thames Water for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. They would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing [trade.effluent@thameswater.co.uk](mailto:trade.effluent@thameswater.co.uk).

Thames Water would advise that with regard to water network infrastructure capacity, they would not have any objection to the above planning application and have requested to include an informative to advise that Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1

	<p>bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p> <p>The proposed development is located within 5m of a strategic water main. Thames Water do NOT permit the building over or construction within 5m, of strategic water mains and have requested to include a condition for 'no construction shall take place within 5m of the water main.' The condition requests details of how the developer intends to divert the asset / align the development, so as to prevent the potential for damage to subsurface potable water infrastructure, to be submitted to the Local Planning Authority in consultation with Thames Water.</p> <p>Thames Water advises works have the potential to impact on local underground water utility infrastructure. They would like the developer to read their guide 'working near our assets' to ensure the works will be in line with the necessary processes the development needs to follow if considering working above or near Thames Water pipes or other structures.</p> <p>There are water mains crossing or close to the development. Thames Water do NOT permit the building over or construction within 3m of water mains. If the developer is planning significant works near Thames Water mains (within 3m), Thames Water will need to check that the development doesn't reduce capacity, limit repair or maintenance activities during and after construction, or inhibit the services they provide in any other way. The applicant is advised to read Thames Water 'guide working near or diverting our pipes.'</p> <p>Thames Water has requested an informative to be included to advise that Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.</p> <p><b>Officers response:</b> Conditions and informatives are recommended.</p>
<p><b>Environmental Agency</b></p>	<p>No comments – Environmental Agency has advised that the planning application is consulted upon with the Local Authority's Environmental Health department.</p> <p><b>Officer response:</b> City of London Environmental Health team have been consulted on the proposed development.</p>
<p><b>Health &amp; Wellbeing Policy</b></p>	<p>No comments to date.</p>

<b>Development Manager</b>	
<b>Lead Local Flood Authority</b>	<p>Conditions are recommended requiring further details of SuDs system and flood prevention measures.</p> <p><b>Officer response:</b> Conditions are recommended.</p>
<b>Counter-Terrorism Security Advisor (CTSA)</b>	<p>CTSA has visited the site and read through the submitted Security Report. Separate advice has been provided to the applicant that does not require any planning conditions to be imposed, however, the applicant is advised to consult CTSA as the plans evolve. Details of the security measures for the site are confidential, and not available in the public domain.</p> <p><b>Officer response:</b> An informative has been added.</p>
<b>City of London Police (Design Out Crime Officer)</b>	<p>City of London officers have been consulted and commented on their requirements for the external security of the venue and recommended alternative options/standards that would be of their satisfaction if adopted at the more detailed design stage. A comment was made about the constraint nature of the existing lifts at Fulwood Place for emergency services access. It has been clarified that the proposal seeks to enlarge the existing lifts increasing the capacity of people by 3 times which has been deemed acceptable at this stage. A point was made about the ability to close the tunnel system to afterhours drinkers in reference to the proposed bar in Camden. The agents have responded that the area outside of the bar will be physically locked off to prevent bar patrons getting access to any area outside of the bar space. CoL Police Officer has found this approach acceptable. They have noted that subject to any matters that the CTSA's may raise, they are satisfied with the response and the fact that other issues can be resolved at the detailed design stage.</p> <p><b>Officer response:</b> An informative has been added to consult CoL Police at detailed design stage.</p>
<b>Conservation Area Advisory Committee (CAAC)</b>	<p>Officers presented the proposed scheme to the CAAC on the 15<sup>th</sup> of February 2024. No objections were raised with a formal non-objection letter submitted to the application on 1<sup>st</sup> of March 2024.</p>
<b>London Fire Brigade</b>	<p><u>General fire safety design approach and consultation with key stakeholders</u></p> <p>London Fire Brigade (LFB) understands that it is proposed that the methodology outlined in BS 7974:2019 will be applied and they support this approach. As part of this methodology, LFB advises that a Qualitative Design Review (QDR) process</p>



	<p>should be undertaken and LFB would expect to be involved in this process as a key stakeholder, both in their capacity as an emergency response agency for fires and other emergencies but also as the future enforcing authority for The Order. However, they emphasise that it cannot be assumed that following any particular methodology, in and of itself, automatically leads to acceptable solutions or outcomes. The detail of any risks identified, and decisions made, may need revision throughout the design and construction phases as previously unknown circumstances arise, and may not be easily or suitably resolved.</p> <p>LFB advise that caution is taken if applying the recommendations of BS 9992 to tunnels that do not form part of railway infrastructure, whilst some of the recommendations of the code of practice may be applicable, the assumptions made for sub-surface railway infrastructure in particular are quite different than those for other types of purpose group/occupancy. LFB expects – subject to the outcome of the performance-based design process and associated stakeholder engagement – that suitable smoke ventilation/control systems will be provided, in conjunction with suitable and compatible automatic fire suppression systems.</p> <p><u>Critical fire safety design issues that LFB would expect to be addressed as the design is developed</u></p> <p>LFB wish to highlight a number of fire safety design issues that we would expect to be addressed as the fire safety design process progresses. This is not intended to be exhaustive.</p> <ul style="list-style-type: none"> <li>- <i>Extended travel distances for occupant means of escape and firefighter access/intervention;</i></li> <li>- <i>Inclusive design and means of escape for persons with relevant protected characteristics;</i></li> <li>- <i>Radio communications coverage for firefighters and other emergency responders;</i></li> <li>- <i>Electric Powered Personal Vehicles;</i></li> <li>- <i>Construction phase fire safety.</i></li> </ul> <p>LFB informs that it is not possible to advise if London Plan Policies D12 and D5 can be considered to have been met without assurances being sought that the design will progress in consultation with LFB and other emergency services.</p> <p><b>Officer response:</b> Noted – these comments are addressed in the Fire Statement section of the report.</p>
<p><b>British Telecommunications</b></p>	<p>No comments to date.</p>

<b>City of Westminster</b>	No objection.
<b>London Borough of Camden</b>	Duplicate planning applications have been submitted to the City of London and LB of Camden for the proposed development. LB of Camden has made no comments regarding the proposed works taking place within the City of London, however, their Committee Report recommendations form material considerations in the report's assessment.

### Letters of Representation

#### Support

48. A total of 57 letters of support from the public have been received over the course of the planning application. Among them, there were two Business Improvement Districts, local residents and business owners, as well as people from around London, Britain and the globe. The topics of support for the proposed development have been summarised as follows:
- Embracing and preserving the history of the Kingsway Tunnels;
  - Educational Opportunities providing visitors of all ages with opportunities to learn and engage through interactive exhibits, guided tours and educational workshops.
  - Public-private partnerships, collaboration between public agencies, private investors and community organisations;
  - Cultural Enrichment;
  - Seven-day destination in line with City's destination vision;
  - Revitalise/Boost the local economy with positive effect to businesses and communities;
  - Facilitates post-pandemic recovery of the local area;
  - Increase tourism;
  - Potential to bring growth in the area;
  - Creation of new jobs;
  - Repurposing of existing redundant infrastructure;
  - Provision of accessible spaces;
  - Design and Sympathetic to its surroundings;
  - Provision of innovative and attractive environments;
  - Creation of a benchmark development;
  - Help London to continue being perceived as a world-class city and adds to its competitiveness.

### *Central District Alliance*

49. Officers received an email from the Central District Alliance (CDA), Business Improvement District comprising of Holborn, Clerkenwell, Farringdon, Bloomsbury, and St Gile, which informed they have submitted comments and a letter of support to Camden Council on the parts of the development which impact their footprint. CDA is supporting the proposed development coming forward, which consequently includes City's application, and the wider economic benefits it brings '*rejuvenation of local business, increased tourism, and educational engagement, projecting an economic uplift of £60-£80 million annually for the area*'. The letter of support refers to the proposed development as '*a significant opportunity for economic, cultural, and historical enrichment in our community*' and urges the LPA to recognise the '*transformative potential*' of the development to bring '*lasting benefits to their district, fostering a vibrant, culturally rich, and economically robust economy*'.
50. CDA's email states: "*The area of Holborn is well placed to guide visitors to and from main transport hubs located on the tri-borough boundary and to cater for footfall to and from the attraction. We are dedicated to see economic growth in this particular part of central London and welcome this as a new cultural venue in the area.*"

### *Fleet Street Quarter*

51. A comment was made by a representative of Fleet Street Quarter (FSQ), a BID with footprint in the western part of the City of London. FSQ recognises the need for a visitor attraction at this part of the City to create a destination to a part of London that has been suffering due to lack of competitive offer compared to other more prestigious attractions in London such as St Paul's Cathedral and Covent Garden. FSQ considers that the proposed cultural scheme would complement and support the needs of workers and along with the Museum of London they would '*put the area on the map*'. The anticipated number of visitors is welcomed by FSQ as it would strengthen the retail offer along Holborn and support other retail businesses in the area and boost the weekend economy to a much needed business district.

### Objections

52. A total of 24 objections have been received over the course of the planning application including a letter of representation prepared by Daniel Watney consultants, on behalf of the neighbouring commercial occupiers at 10 Furnival Street (Chancery Exchange), comprising of transport (by Haskoning DHV) and daylight and sunlight (by Joel Michaels Reynolds) comments about the submitted information. Officers have fully reviewed all the objections and

selected key themes as summarised below. Some comments are referenced in full where necessary.

**Table 6. List of objections and officer responses**

<b>Issues</b>	<b>Number of objections relating to this issue</b>	<b>Officer responses including paragraph of report where issues are addressed</b>
Noise linked to demolition, construction of the proposed development (detrimental to residential and others amenity)	14	Impact on the amenity Transport and Highways
Noise/Disturbance linked to operation of the proposed development (detrimental to residential and others amenity) - main sources: increased footfall, external queuing, anti-social behaviours, operational traffic/servicing, hours of operation	16	Impact on the amenity Transport and Highways
Litter and dirt in the local area caused by increased footfall	2	Conditions have been recommended for the operational management of the development.
Noise linked to late evening activities and/or bar (detrimental to residential and others amenity)	4	Impact on the amenity
Vibration	2	Impact on the amenity
34-35 Furnival Street have flats extend under the private area of the pavement with vulnerable pavement lights	1	This comment is not clear. The proposed development shares no boundaries with No.34-35, flats on this address will be protected from works.
Incompatible with area's Character (residential/pedestrian character and Conservation Area)	8	Principle of cultural use Transport and Highways Accessibility Design and Heritage
Design/Visual Appearance & Heritage (negative impact on the conservation area and settings of historical buildings)	4	Design and Heritage
Increased traffic and congestion generated by the proposed development. Chancery Lane and	4	Transport and Highways

Holborn are characterised as already congested areas.		
Delivery/Servicing and parking, including taxi drop-offs, would be of high demand when the proposed development comes to operation which would impact traffic flow as cars would park outside the premises with long delays blocking the whole width of the street and causing stress to local network.	7	Transport and Highways
No provision for vehicle access by residents and businesses is apparent in the proposal. Loss of vehicle access would be a hardship and detrimental for residents and businesses who rely on service deliveries and building maintenance services.	1	Transport and Highways
Damages to the (conservation) local area mainly due to construction works	1	Transport and Highways
Loss of existing cycle lane	1	Transport and Highways
Blue Badge space would be lost with no additional spaces proposed	3	Transport and Highways
No on-site visitor cycle parking – proposed location at High Holborn central reserve would increase the barrier to pedestrian movement across the street.	1	Transport and Highways
Physical incapacity of Furnival St to accommodate development	8	Transport and Highways Accessibility
Impact of the proposed kerb build out along the site frontage to the surrounding area.	1	Transport and Highways
Human Safety - issues are connected with the proposed evacuation strategy, queuing on the streets and servicing vehicles at the same time along Furnival Street; and asbestos airborne particles	4	Transport and Highways Accessibility Proposed contamination conditions
Emergency services access	3	Transport and Highways Accessibility
Security and terrorism	2	Security and Statutory Consultation

Structural damage to adjoining properties	2	Party Wall Agreements do not fall under the legislative framework relevant to the assessment of planning applications. Nevertheless, Structural Assessments have been submitted that address the issue.
Daylight Sunlight impact on opposite commercial building at 10 Furnival Street (Chancery Exchange).	1	Daylight and Sunlight
Light Pollution	1	Light Pollution
Air Quality	3	Air Quality
Drainage and Ventilation	2	Sustainability
Precedent with respect to land use	2	Any future planning application would be assessed on its own merits and against the most up-to-date national, London and local plan policies.
Principle of Development: Land Use (loss of office and provision of conflicting uses to the local context)	2	Principle of development
Principle of Development: Bar	1	The proposed bar is located in LB Camden and will be accessed only via the secondary entrance in High Holborn. The relevant Local Planning Authority would be assessing the principle of the bar use against their own policies, however, public concerns would be shared with LB Camden officers.
Fire Safety (risk of explosion in pressurised areas)	2	Fire Statement
Waste Management (provision for further disposal; plans do not show access and refuse collection from below ground levels)	3	Waste Management
The development needs to be balanced against the interests of local residents and the preservation of the conservation area	1	Heritage and Design Human Rights Act 1998 The Public Sector Equality Duty (section 149 of the Equality Act 2010)

32 & 33 Furnival Street have listed cellars that run under the road and pavement areas along Furnival Street which could be damaged	1	It is acknowledge there are listed basements to 32 and 33. Officers would expect localised vaults under the pavement and road but would not expect these to extend beyond the immediate context and significantly along Furnival Street. Please also refer to Archaeology section and relevant conditions.
The proposal fails to convince that the area would benefit from such tourist attraction	1	Cultural Use and Cultural Strategy
The development would have a negative impact on the local economy and would be detrimental to the social fabric of the community.	1	Cultural Use and Cultural Strategy
Not preserving the historic environment/tunnels	3	Please refer to the Proposal, Cultural Use and Cultural Strategy. The proposed development seeks to preserve the heritage element and make it accessible.
Impact on keeping or finding new tenants	1	Not a material planning consideration.
Compliance with planning policies	2	Please refer to the assessment part of the report and the Conclusions. Officers have assessed the application against the adopted and emerging development plan policies.

53. It is noted that all material planning considerations raised in the representations above are addressed within this report.

Neutral

54. Three neutral comments have been received including one from a local businessman who supports the application and requests mitigation measures to be considered in relation to construction traffic, increase number of visitors leading to demand for parking and the preservation of the historic features in the tunnels. The second neutral comment requests to know more about the

expected noise levels of the concrete acoustic louvre. In both cases, relevant assessment has been undertaken and conditions have been recommended for further details and mitigation measures when deemed appropriate.

### **Policy Context**

55. The Development Plan consists of the London Plan 2021 and the City of London Local Plan 2015. The London Plan and Local Plan policies that are most relevant to the consideration of this case are set out in Appendix B to this report.
56. The City of London (CoL) has prepared a draft plan, the City Plan 2036, which was published for Regulation 19 consultation in early 2021. The City does not intend to proceed with this plan and therefore it is of very limited weight and will not be referred to in this report. The draft City Plan 2040 was published for Regulation 19 consultation in April 2024 which is expected to end on 17<sup>th</sup> June 2024. It is anticipated that the draft City Plan 2040 will be submitted to the Secretary of State in Autumn 2024. Emerging policies are considered to be a material consideration with limited weight with an increasing degree of weight as the City Plan progresses towards adoption, in accordance with paragraph 48 of the NPPF. The draft City Plan 2040 policies that are most relevant to the consideration of this case are set out in Appendix B to this report.
57. Government Guidance is contained in the National Planning Policy Framework (NPPF) September 2023 and the Planning Practice Guidance (PPG) which is amended from time to time.
58. The National Planning Policy Framework (NPPF) states at paragraph 2 that “Planning Law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise”.

### **National Planning Policy Framework (NPPF)**

59. The NPPF states at paragraph 8 that achieving sustainable development has three overarching objectives, being economic, social and environmental.
60. Paragraph 10 of the NPPF states that “*at the heart of the Framework is a presumption in favour of sustainable development.*” That presumption is set out at paragraph 11. For decision-taking this means:
  - a) approving development proposals that accord with an up-to-date development plan without delay; or
  - b) where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, granting permission unless:



- the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
61. Paragraph 48 states that “*local planning authorities may give weight to relevant policies in emerging plans according to:*
- a) *the stage of preparation of the emerging plan (the more advanced its preparation the greater the weight that may be given);*
  - b) *the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given) and*
  - c) *the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).”*
62. Chapter 8 of the NPPF seeks to promote healthy, inclusive and safe places.
63. Paragraph 96 states that planning decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible and enable and support healthy lifestyles.
64. Paragraph 97 states that planning decision should provide the social, recreational and cultural facilities and services the community needs.
65. Paragraph 101 states that planning decisions should promote public safety and should take into account wider security and defence requirements by:
- a) *anticipating and addressing possible malicious threats and natural hazards, especially in locations where large numbers of people are expected to congregate... and the layout and design of developments, should be informed by the most up-to-date information available from the police and other agencies about the nature of potential threats and their implications. This includes appropriate and proportionate steps that can be taken to reduce vulnerability, increase resilience and ensure public safety and security; and*
  - b) *recognising and supporting development required for operational defence and security purposes, and ensuring that operational sites are not affected adversely by the impact of other development proposed in the area.”*
66. Chapter 9 of the NPPF seeks to promote sustainable transport. Paragraph 105 states that “*Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a*

*genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health”.*

67. Paragraph 116 states that applications for development should give priority first to pedestrian and cycle movements and second to facilitating access to high quality public transport; it should address the needs of people with disabilities and reduced mobility in relation to all modes of transport; it should create places that are safe, secure and attractive and which minimise the scope for conflicts between pedestrians, cyclists and vehicles; it should allow for the efficient delivery of goods and access by service and emergency vehicles.
68. Paragraph 117 states that *“All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed”.*
69. Chapter 11 of the NPPF seeks to achieve effective use of the land. Paragraph 123 advises that *“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.”*
70. Chapter 12 of the NPPF seeks to achieve well designed places. Paragraph 126 advises that *“The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”*
71. Paragraph 135 sets out how good design should be achieved including ensuring developments function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities), establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and create places that are safe, inclusive and accessible and which promote health and wellbeing.

72. Paragraph 139 sets out that significant weight should be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.
73. Chapter 14 of the NPPF relates to meeting the challenge of climate change. Paragraph 157 states that the planning system should support the transition to a low carbon future in a changing climate. It should help to; shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including conversion of existing buildings.
74. Paragraph 159 states that new developments should avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures.
75. Chapter 16 of the NPPF relates to conserving and enhancing the historic environment. Paragraph 201 of the NPPF advises that Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
76. Paragraph 203 of the NPPF advises, "In determining applications, local planning authorities should take account of:  
*a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*  
*b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness."*
77. Paragraph 205 of the NPPF advises "*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*"

78. Paragraph 208 of the NPPF states “*Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use*”.
79. Paragraph 209 of the NPPF states “*The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset*”.
80. Paragraph 212 of the NPPF states “*Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*”

#### **Statutory Duties**

81. The Corporation, in determining the planning application has the following main statutory duties to perform:
- To have regard to the provisions of the development plan, so far as material to the application, to local finance considerations, and to any other material considerations. (Section 70 Town & Country Planning Act 1990);
  - To determine the application in accordance with the development plan unless other material considerations indicate otherwise. (Section 38(6) of the Planning and Compulsory Purchase Act 2004).

#### **Main Considerations**

82. In considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990).
83. Account has to be taken of the documents accompanying the application, the further information, any other information and consultation responses, the development plan, and other material considerations including SPGs, SPDs and emerging policy.
84. The principal issues in considering this application are:
- a) The extent to which the proposals comply with Government policy advice (NPPF) and with the relevant policies of the Development Plan.

- b) The principle of development and proposed uses.
- c) The loss of office floorspace.
- d) The impact of the proposed development on the amenity of nearby residential and other occupiers.
- e) The impact of the proposal on public safety and security in the City.
- f) The economic impact of the proposal.
- g) The impact of the development on the character and appearance of the conservation area and the design of the building itself.
- h) The impact of the development on designated and non-designated heritage assets.
- i) The impact of the development on public realm.
- j) The impact of the development on ecology.
- k) The accessibility and inclusivity of the development.
- l) The impact of the development on any potential archaeological assets beneath the site.
- m) The impact of the development on highway and transportation terms.
- n) The impact of the development in terms of energy, sustainability and climate change.
- o) The impact of the development on air quality.
- p) The impact of the development on health and wellbeing.
- q) The impact of the development on fire safety.
- r) The impact of the development on flood risk.
- s) Duties under the Public Sector Equality Duty (section 149 of the Equality Act 2010).
- t) The Human Rights Act 1998.
- u) The requirement of financial contributions and other planning obligations.

### **Principle of Development**

- 85. The NPPF places significant weight on ensuring that the planning system supports sustainable economic growth, creating jobs and prosperity.
- 86. Paragraph 96 of the NPPF states that planning decisions should aim to achieve healthy, inclusive and safe places and provide social, recreational and cultural facilities and services the community needs.
- 87. The Local Plan Core Strategic Policy states that when considering development proposals, the City Corporation will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.
- 88. London Plan Policy GG2 sets out the Mayor's good growth policy with regard to making the best use of land. These include prioritising sites which are well-

connected by existing or planned public transport; proactively explore the potential to intensify the use of land to support additional homes and workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling; applying a design-led approach to determine the optimum development capacity of sites; and understanding what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character.

89. London Plan Policy GG5 sets out the Mayor's good growth policy with regard to growing London's economy, To conserve and enhance London's global economic competitiveness and ensure that economic success is shared amongst all Londoners, it is important that development, amongst others, promotes the strength and potential of the wider city region; plans for sufficient employment and industrial space in the right locations to support economic development and regeneration; promote and support London's rich heritage and cultural assets, and its role as a 24-hour city; and makes the fullest use of London's existing and future public transport, walking and cycling network, as well as its network of town centres, to support agglomeration and economic activity.
90. London Plan Policy SD4 outlines that within the Central Activity Zones (CAZ) a mix of strategic functions and local uses should be promoted and enhanced. Cultural, arts, entertainment, night-time economy and tourism functions are some of these functions.
91. London Plan Policy D3 states that a site's capacity is optimised by a design-led approach that requires going through an optioneering process of the most appropriate form of development for the site considering its context and capacity for growth including its infrastructure capacity form and layout, experience and quality and character. Higher-density developments should be located in areas with well-connected jobs, services, infrastructure and public/sustainable transport.
92. Strategic Objective 1 in the City of London Local Plan 2015 is to maintain the City's position as the world's leading international financial and business centre. Policy CS1 aims to increase the City's office floorspace by 1,150,000sq.m gross during the period 2011-2026, to provide for an expected growth in workforce of 55,000. The Local Plan, policy DM1.2 further encourages the provision of large office schemes, while DM1.3 encourages the provision of space suitable for SMEs.
93. Strategic Objective 3 in the City of London Local Plan 2015 is to promote a high-quality heritage environment with supporting and continued development of the City as a cultural destination. The Local Plan envisions the continuity of

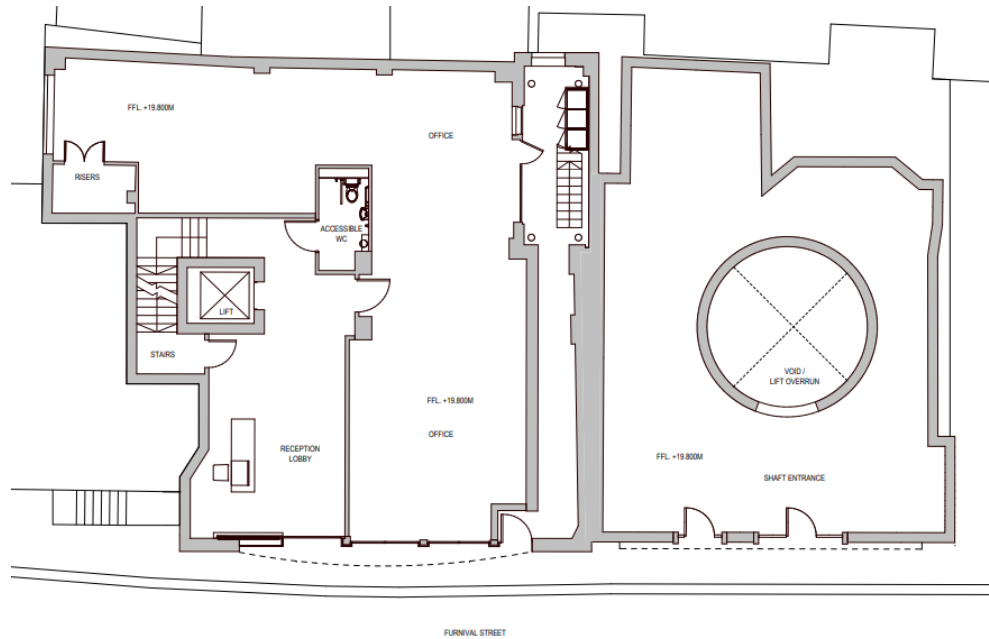
cultural and leisure destinations in the City for workers, residents and visitors with equal opportunities, accessibility and involvement for everyone.

94. Strategic Objective 5 in the City of London Local Plan 2015 is to ensure the provision of inclusive facilities and services that meet the high expectations of the City's business, resident, student and visitor communities, aiming for continuous improvement in the City's rating in satisfaction and quality of life surveys. The Local Plan seeks to ensure high quality training and learning opportunities are accessible to all. City and City fringe residents will develop the skills needed to enter careers in the City and benefit from the City's prosperity.
95. The Strategic Priorities of the emerging City Plan 2040 sets out that the City Corporation will facilitate significant growth in office development of the highest quality to meet project economic and employment growth and protecting existing office floorspace to maintain the City's role as a world leading financial and professional services centre and to sustain the City's strategically important cluster of commercial activities within the Central Activities Zone; broadening the City's appeal by ensuring new office developments deliver flexible, healthy working environments and meet the needs of different types of businesses including Small and Medium Enterprises, supporting specialist clusters such as legal and creative industries and promoting a range of complementary uses; creating a more vibrant and diverse retail economy; balancing growth with the protection and enhancement of the City's unique heritage assets and open spaces and creating an inclusive, healthier and safer City for everyone.
96. The Strategic priorities of the emerging City Plan 2040 also focus on maintaining and enhancing the City's cultural, leisure and recreational offer, visitor experiences and infrastructure and the City's evening and weekend economies to position the Square Mile as a key cultural and leisure destination. To do so the emerging policies seek to encourage cultural placemaking and creation of inclusive places contributing to residents, workers and visitors' experiences; develop cultural, leisure and recreation facilities that offer unique experiences across the City and during the whole day and week; protect and enhance existing areas of cultural significance; provide accessible and inclusive infrastructure and facilities that complement the cultural uses; place heritage at the heart of cultural placemaking and create cultural offer that celebrates the City's rich history; and encourage public realm improvements to accommodate cultural events.
97. The above aims are reflected in the 'Destination City' vision for the future of the Square Mile as a world-leading destination for workers, visitors and residents. This initiative aims to create fun, inclusive and innovative spaces and places that attract people and investment to the City.

## Loss of Office Floor Space

98. The proposed development seeks to repurpose the existing historic tunnels (formerly known as the Kingsway Tunnels) with the main focus being the provision of a large subterranean heritage exhibition space that would curate the history of the tunnels. The re-use of the tunnels coupled with high-end technology is proposed to provide a unique learning experience for the visitors along with the display of historic findings in a highly interactive environment.
99. A flexible exhibition space would also be provided in the tunnels with a temporary nature for various exhibitions to take place independently of the historic exhibition area, as well as the proposed repurposing of the historic bar.
100. As the main cultural spaces would be situated below ground. The development requires the formation of a ground level entrance that would be appropriate for this unique cultural use. There are currently two existing entry points to the tunnels. On Furnival Street (located within the City of London) the building at number 38-39 forms part of the historic tunnels, it offers 194sqm floorspace and currently houses a goods shaft that leads to the eastern part of the tunnels, forming one of the existing access points. A secondary existing access shaft to the tunnels is situated at 31-33 High Holborn (London Borough of Camden). This is located beneath residential and commercial accommodation and is accessed via a narrow alley. The latter access point has very limited flexibility given the constrained nature of the building/access and is therefore proposed to work as the secondary entrance to the tunnels development. Therefore, the principal visitor entrance is proposed to be located on Furnival Street.
101. The tunnels complex that runs along the City and Camden boundaries measures approximately 7,829 sqm in floorspace which would be restored and preserved. The proposed submission estimates that the cultural use would attract approximately two million visitors annually, with a maximum capacity of 750 people being in the tunnels at any hour of a peak day. Because of the capacity of visitors, the tunnels could accommodate, the building at 38-39 Furnival Street would not currently be able to provide a sufficient floor area for the required ground floor facilities (reception, lobby, toilets, etc) and for the provision of a highly accessible ground floor entrance on its own due to the constricted space. The proposal therefore includes the adjacent building, 40-41 Furnival Street, into the development in order to create larger floorplates and create the required primary access to the tunnels.
102. The following figure shows the existing ground floor layout of the two buildings to demonstrate the limitation in floor space at 38-39 Furnival Street and the additional floor area to be embedded from the inclusion of the adjacent building into the proposal.





**Figure 3. Existing Ground Floor Layout Plans  
(40-41 Furnival Street left, 38-39 Furnival Street right)**

103. No.40-41 Furnival Street forms a late 90s office building of higher scale than the other buildings on the street and is currently occupied. It offers 1,229 sqm (GIA) of office space and ancillary floorspace arranged over the basement, ground and 6 upper floors.
104. The proposed development seeks to demolish the buildings at both 38-39 and 40-41 Furnival Street and redevelop a building with a combined layout. The new conjoined building would provide ancillary uses (such as staff accommodation and gift shop) and form the principal entrance to the proposed cultural attraction to take place in the existing tunnels. This application would therefore result in the loss of 1,229sqm (GIA) of existing Class E(c) office floorspace.
105. London Plan Policy E1 supports the increase in current office stocks especially within the central London office market. The City of London Local Plan 2015 and the Emerging City Plan 2040 promote the delivery of a world class business city and the protection and provision of office floorspace. Local Plan policies CS1 and DM1.1 and Emerging City Plan 2040 policies S4 and OF2 seek to protect existing office accommodation.
106. Local Plan Strategic Policy CS1 and Policy DM 1.1, require applications for loss of office accommodation to other uses be refused where the site is suitable for

long-term viable office use and there are strong economic reasons why the loss would be inappropriate. Inappropriate losses are measured by any the following reasons:

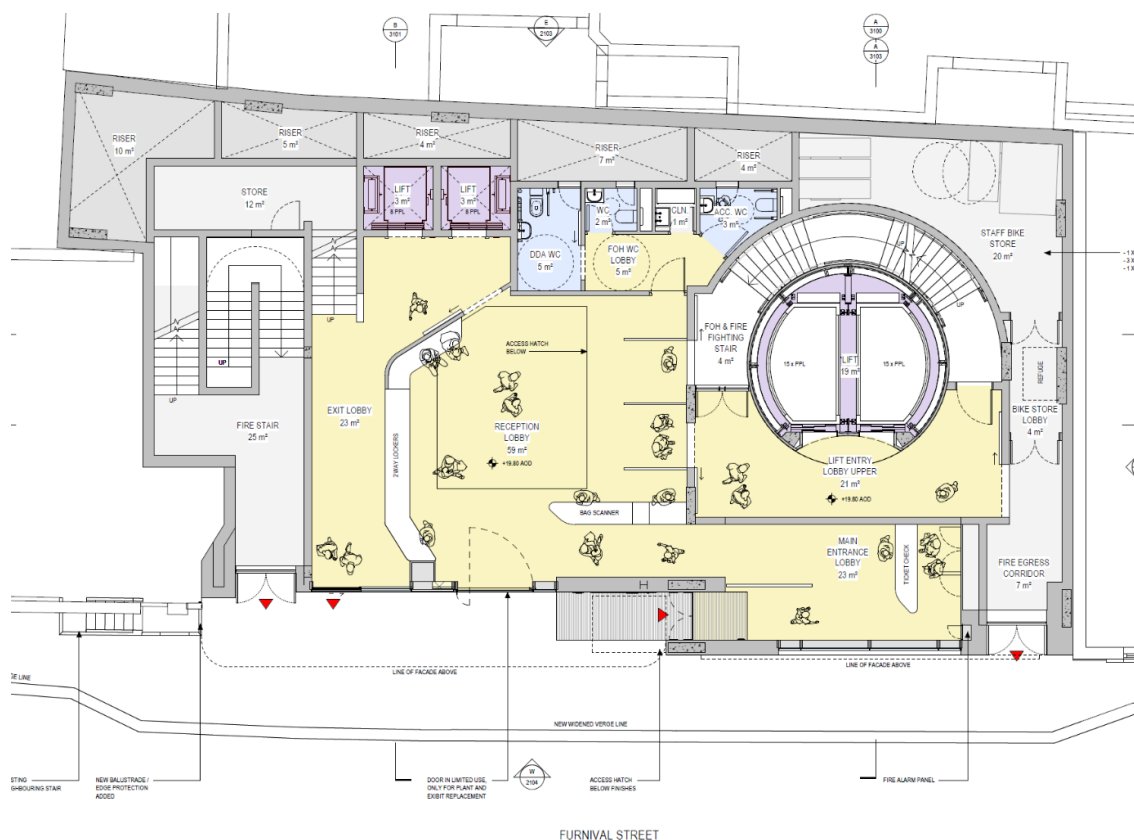
- prejudicing the primary business function of the City;
- jeopardising the future assembly and delivery of large office development sites;
- removing existing stock for which there is demand in the office market or long term viable need;
- introducing uses that adversely affect the existing beneficial mix of commercial uses.

107. The supporting text (paragraph 3.1.8) to Local Plan Policy DM1.1 and the Office Use SPD indicates that proposals for the change from offices will normally be refused if the building or site is considered suitable for long-term viable office use. Paragraph 3.1.8 of Policy DM 1.1 however goes on to state that *“Exceptionally, the loss of individual office developments to other commercial or infrastructure uses may be acceptable, where the proposed alternative use meets the wider objectives of the Local Plan”*.
108. Local Plan Policy DM1.3 promotes small to medium enterprises in the City and encourages the continued use of existing small and medium sized units which meet occupier needs.
109. Local Plan Policy DM1.5 promotes a mix of commercial uses in office developments that support the city's workers, residents, and enterprises while also adding to its economy and identity. Supporting text (paragraph 3.1.20) of the same policy defines complementary uses as retailing, leisure, education and health facilities and states these should support the prominent office environment of the City by providing supporting activities and services.
110. Emerging Policies S4 and OF2 of the draft City Plan require the protection of existing office stock from being lost to other uses where the existing floor space would be viable in the longer term or where the loss would cause harm to the primary business function of the City. Paragraph 6.3.9 of the emerging Policy OF2 states that when a change of use from offices to other complementary uses which meet the policy priorities of the City Plan is proposed, then a viability assessment may not be required. The paragraph continues to define complementary uses as those that meet the needs of City workers, residents and visitors and help make City buildings much more open and welcoming to all. The change of use of offices at ground and lower ground levels would also include the provision of improved vibrancy including active frontages and permeability. Sustainable development is also a priority to reduce carbon emissions and retain embodied carbon.

111. The Office Use Supplementary Planning Document (SPD) sets out the evidence required to support the loss of office floorspace. Paragraph 20 of the SPD states that when a change of use application provides complementary uses to the City's business function, the LPA may accept the development without the need to demonstrate the viability of the office site.
112. Emerging Policies S6 and CV2 promote opportunities for new cultural and leisure facilities offering unique experiences in the City's evening and weekend economies that support the City's role as a visitor destination. Policy CV2 also encourages the use of historic buildings for the provision of such uses that would contribute to the enjoyment, appreciation and understanding of the City's heritage in an inclusive, accessible and welcoming for all way.
113. The submitted evidence report for the proposed loss of office considers that the commercial building at 40-41 Furnival Street, due to its modest scale and location, makes very limited contribution towards the City's office stock and the primary business function of the City and would not have the potential for large office development in the future. However, officers acknowledge that the building is considered a viable office as it is currently occupied. Policy DM 1.3 (Small and medium sized business units) in particular encourages the continued use of existing small and medium size units that meet occupier needs. Despite the strong policy focus on larger office developments in strategic locations, having a variety of sizes and scales of offices within the City and in different areas is important for the business function of the City and its reputation as a global business centre as well as for attracting a diverse workforce.
114. The existing office, while occupied, is generally not of high quality or located within a building of particular architectural or historical merit. Given the dated and somewhat constricted layout of the existing building officers consider that there is likely a restriction on useability, limited sustainability measures and inadequate cycle storage or shower facilities. Following the global pandemic there is greater demand for cycling facilities and buildings with good air circulation which would therefore likely decrease the desirability of the building. It is therefore considered that the office would be a poor competitor to other buildings in better locations.
115. The proposed cultural and visitor use is considered to fall within the definition of a complementary use to the City's business function and proposes to offer a unique cultural experience in accordance with the Emerging Policies S6 and CV2. While limited Viability Assessment documentation has been submitted as part of the proposal, the loss of the modest office is to be weighed against the exceptional re-use of the adjoining heritage asset, the inherent requirement of

40-41 Furnival Street for access/ancillary space and the wider economic benefits the cultural use would bring to the City as a whole.

116. The tunnels have been identified as a non-designated heritage asset due to their historic value. Their retention and repurpose to provide a cultural exhibition space, that would be dedicated to being appreciated by visitors through a playful and joyful interactive learning experience, would be in line with Emerging Policy CV2. It is noted that the heritage benefits and repurposing of existing infrastructure have been identified in comments received from members of the public as a significant and unique benefit of the development.
117. The additional proposed floorspace by utilising 40-41 Furnival Street would achieve accessibility and fire safety standards by providing the necessary facilities at ground level such as better circulation space, an increased number of lift shafts, emergency exits and cycle storage as shown in the figure below, as well as creating ancillary areas at upper levels such as gift shop, staff accommodation and MEP storage.



**Figure 4. Proposed Ground Floor Plan 38-41 Furnival Street – combined floorspace**

118. It is considered that the scheme would help create new jobs and significantly revitalise the local economy by attracting visitors every year outside working

hours, during evenings and weekends, meeting the strategic objectives of the City in order to sustain and complement its business function. Approximately 85 new full-time jobs are anticipated to be required to function the permanent exhibition space in addition to extra staff that would be needed for the special events space focusing on local recruitments. The proposed bar would operate separately and would therefore employ its own staff. The application has received 57 letters of support from the public the majority of which point out the benefits the development would bring to the local economy in an area that has suffered deprivation and fights to recover from the pandemic. Among them, Fleet Street Quarter strongly supports the introduction of a much needed visitor destination to this area. This would provide a transformative revitalisation of the High Holborn area and as such has also been supported by the Central District Alliance. Increased footfall by the development has been heavily supported on that basis.

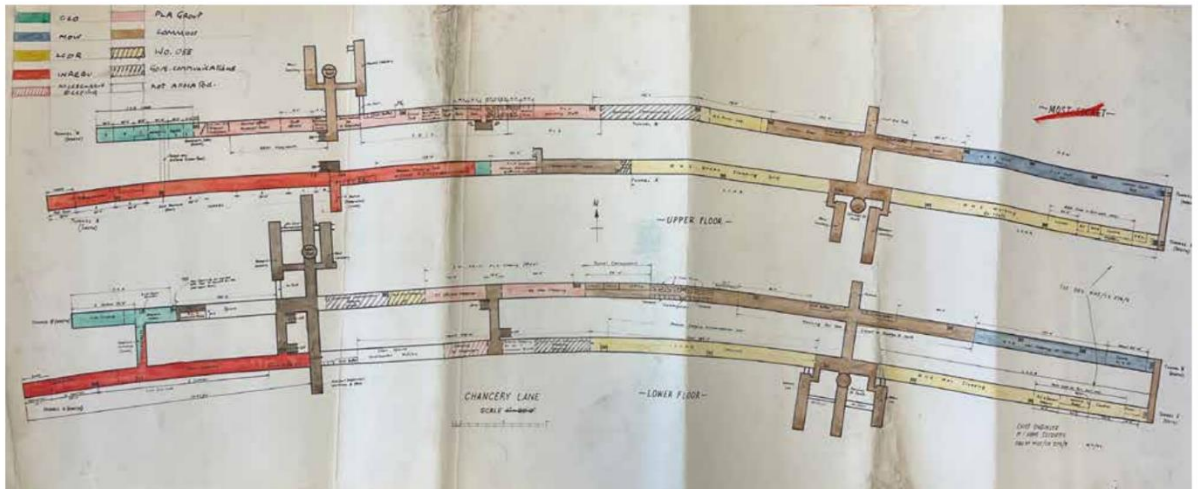
119. The supporting text in Local Plan Policy DM1.1 (Protection of office accommodation) confirms that exceptional losses of individual office developments to other commercial or infrastructure uses may be acceptable, where the proposed alternative use meets the wider objectives of the Local Plan. The high-quality, unique cultural use will contribute towards diversifying the City's visitor infrastructure, adding vibrancy and activity for seven days per week and contribute significantly to the achievement of the City Corporation's Destination City ambitions and align with the City Corporation's wider ambitions for a post-Covid City. Furthermore, as highlighted above, the proposed use would bring about a wider economic benefit to the City, providing 85 (FTE) local jobs, up to 2 million visitors to the City per annum and the restoration of a heritage asset. In this case therefore, while the proposal would reduce the amount of potentially viable office space, the proposal is considered to fall within the 'exceptional' category of complimentary uses and as such acceptable in principle.
120. Whilst the Local Plan 2015 resists the loss of office floorspace, it is considered the scale of the loss on this site (1,229sqm) would not prejudice the overall supply of office space in the City, nor prejudice the potential for future site amalgamation or result in the loss of existing stock for which there is demand or longer-term viable need.
121. Overall, whilst there would be a loss of existing office floorspace, this would not have an adverse impact on the overall stock of floorspace in the City or prejudice the City's role as an international business and professional centre. The proposed development would contribute to the support of the City's business function offering a unique experience for its workers, residents and visitors, and add a significant cultural supply to the City's stock meeting Destination City's aspirations. It is therefore identified as complementary use

that meets the wider objectives of the Local Plan in accordance with adopted Policies DM 1.1, DM 1.3, DM1.5 and emerging Policies OF2 and CV2. The loss of office floorspace at 40-41 Furnival Street is considered acceptable on that basis.

#### Cultural Use (Use Class F1 (b) (c))

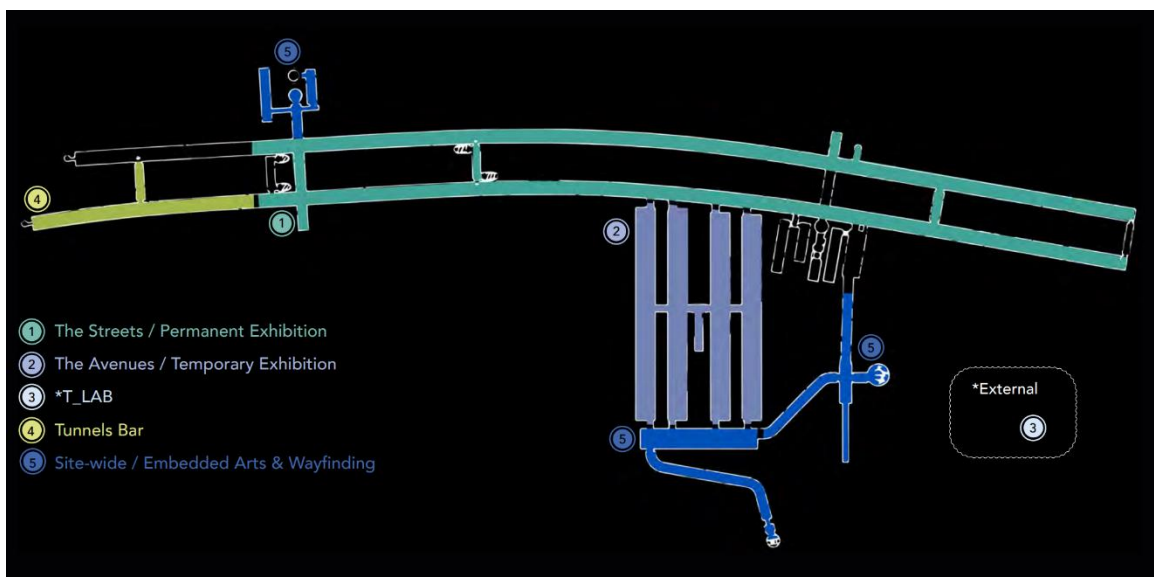
122. The proposed development seeks to change the use of the existing Kingsway Tunnels to a cultural and visitor attraction (exhibition space), including a bar. The tunnels are not currently publicly accessible and are not in use.
123. The site falls within the CAZ and London Plan Policy SD4 outlines that within this area the unique concentration and diversity of cultural, arts and tourism functions should be promoted and enhanced.
124. The London Plan Good Growth objectives GG1 and GG5 are considered applicable to the provision of community and cultural use (Heritage and Cultural Exhibition) within development proposals.
125. London Plan Policy E10 states that London's visitor economy and associated employment should be strengthened by enhancing and extending its attractions, inclusive access, legibility, visitor experience and management and supporting infrastructure, particularly to parts of outer London well-connected by public transport, taking into account the needs of business as well as leisure visitors.
126. Policy S1 of the London Plan seeks to ensure that the social infrastructure needs of London's diverse communities are met.
127. Policy HC5 of the London Plan recognises that the continued growth and evolution of London's diverse cultural facilities and creative industries should be supported.
128. Local Plan Policy CS11 seeks to maintain and enhance the City's contribution to London's world-class cultural status and to enable the City's communities to access a range of arts, heritage and cultural experiences, in accordance with the City Corporation's Visitor Strategy, by providing, supporting and further developing a wide range of cultural facilities. The supporting text for Policy DM11.1 goes on to state that the international reputation and high quality of this cultural activity are acknowledged as having a critical part to play in the vibrancy of the working environment of the City.

129. Emerging Strategic Policy S6 of the draft City Plan 2040 outlines that the City of London will support and encourage access to and development of a wide range of creative and cultural spaces and facilities across the City. Destination City, the City Corporation's flagship strategy, seeks to ensure that the City is a global destination for workers, visitors and residents. It seeks to enhance the Square Mile's leisure and cultural offer by creating a sustainable, innovative and inclusive ecosystem of culture that celebrates its rich history and heritage and makes it more appealing to visitors as well as the City's working and resident communities.
130. Emerging Policy CV2 (Provision of Arts Culture and Visitor Facilities) of the Draft City Plan 2040 encourages the provision of facilities that meet the needs of visitors in new cultural developments. In particular by encouraging the provision of arts, culture and leisure facilities in historic buildings and spaces where this would contribute to the enjoyment, appreciation and understanding of the City's heritage in a way that is inclusive, welcoming and accessible for all.
131. A Cultural Plan has been prepared by Future City and submitted as part of the application which sets out the cultural vision, the development's offer, the delivery strategy and the future steps. The Plan envisages the activation of the existing tunnels infrastructure to provide cultural exhibition spaces and opportunities for programming and partnerships.
132. The proposals do not involve construction in the tunnels. The cultural mapping has been made following the tunnels layouts and based on the historical significance of each area. As mentioned earlier in the report, the tunnels were built in phases and were used for different purposes during historic times. The first phase (1942-1945) includes the construction of the 'Streets' that run parallel to each other accessed by the former Chancery Lane tube station at 31-33 High Holborn. No.38-39 Furnival Street was built to make way for a goods lift shaft. Originally built to serve as deep-level shelters but actually used for 'Citadel' accommodation housing telecommunications rooms where one of the first Trans-Atlantic calls were made. A plan of 'Chancery Lane Deep Tunnels' is shown below demonstrating the various government departments in 1944. This area is considered to hold the most important historic interest linked to World War II period.



**Figure 5. 'Chancery Lane Deep Tunnels' demonstrating the various government departments in 1944**

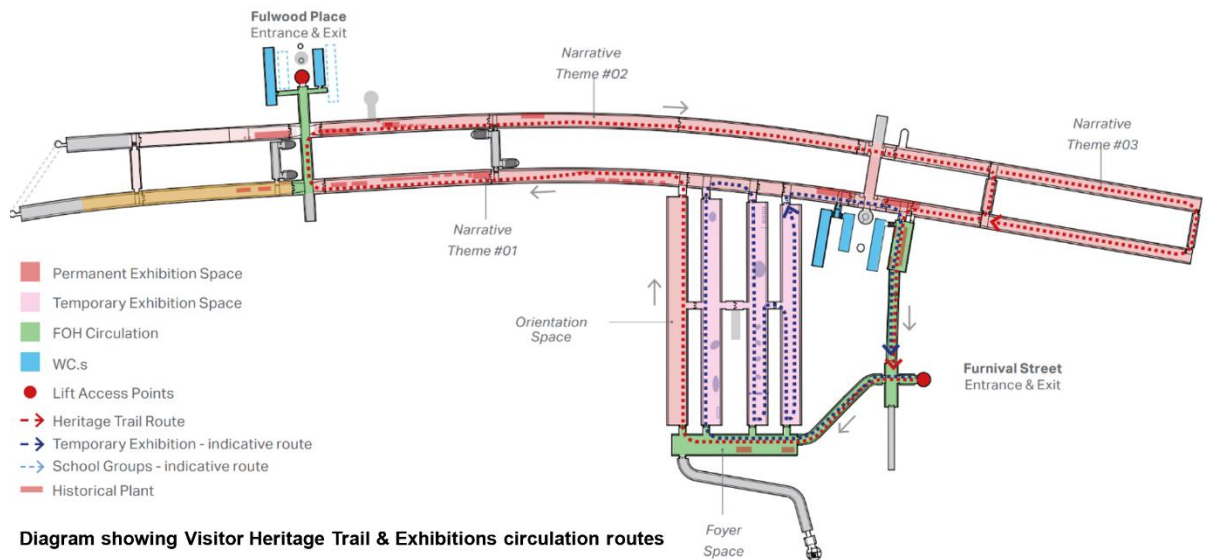
133. The tunnels were converted in the early 1950s after the Post Office and British Telecom took their possession, which included the construction of four more tunnels, known as the 'Avenues', on a north-south axis, formed part of the wider expansion of Britain's domestic telecommunications network. This area is considered to be of secondary historic interest.
134. In some parts there are post-war plant and machinery remains associated with the function and running of the Kingsway Exchange tunnels.
135. The figure below is an extract of the Cultural Plan and shows the defined areas of the proposed cultural use within the tunnels.



**Figure 6. Cultural Plan – key showing areas in the tunnels**



136. A History & Heritage experience would reside in the 'Streets' marked as the permanent exhibition space. The site has a historical significance dated to WWII and subsequent historic times which the proposed scheme seeks to embrace by repurposing the existing infrastructure and remains. This space would curate the history of the site through a historic timeline by displaying the retained and restored telecommunications equipment alongside other findings and historical assets, engaging visitors in their exploration. The narratives take place at the construction of the tunnels, in the 1940s, and go on to their influence on wider historical events in London including WWII and the Cold War in connection with the role of the tunnels during that timeline and their use as a telecommunications centre for British Telecom in the 1980s. Part of the Streets may be used for medium term exhibitions on associated themes such as James Bond, a theme deriving from Ian Fleming's reference to the tunnels in his first book of the infamous UK secret agent.
137. The temporary/flexible Cultural Exhibition space would take place in the 'Avenues' and provide a 'black box' space, as mentioned in the Cultural Plan, which would offer an adaptable space for various cultural programmes. Technological support equipment, such as curved digital screens and interactive systems, could be installed to support future potential programmes.
138. The floorspace allocated for cultural uses is a total 3,713 sqm. The permanent Heritage Exhibition would reside 53% of that area leaving 47% to be covered by the flexible Cultural Exhibition.
139. The main entrance to both exhibition spaces would be at ground level through a new building at 38-41 Fournival Street. The ground floor serves as a check-in point and waiting area until the visitors are taken to the tunnels through a round lift shaft.
140. The following diagram shows the proposed indicative visitor route in the tunnels, starting from the lift shaft access point and following the heritage trail towards the 'South' and the 'North' 'Streets' and back to the access point. Similarly, a shorter indicative trail is marked for the temporary exhibition area in the three 'Avenues'.



**Figure 7. Diagram showing Visitor Heritage Trail & Exhibitions circulation routes**

141. Almost the entirety of the development serves the cultural uses, including the upper floors of Furnival Street buildings which provide ancillary space for the cultural use. The first and second floors would be used for ancillary retail to house a gift shop. Level three would house MEP equipment serving the tunnels and level four would be used for staff accommodation offering ancillary office space, toilet facilities, lockers and outdoor amenity space.
142. A licensed bar would repurpose the original bar built by British Telecom in the 1980s retaining its historic elements. It is suggested to form part of the cultural experience within the tunnels, however, it would function independently from the permanent and temporary exhibition spaces and would be accessed via Fulwood Place, the secondary entrance located in the London Borough of Camden.
143. The proposed development seeks to provide a visitor and cultural attraction (Use Class F1(b)(c)) and bar (Sui Generis) within the existing vacant subterranean Kingsway Tunnels. The level of historical significance the tunnels hold is so unique that is considered unlikely to find another site of this nature that would have the potential to make a cultural offer equal to the one of the proposed development. The proposed provision of a culture and leisure facility within the various historic buildings and spaces would contribute to the enjoyment, appreciation and understanding of the City's heritage. It would maintain and enhance the City's contribution to London's world-class cultural status and would contribute significantly to the City's ambitions for Destination City and post-Covid recovery. The proposed facilities would not only contribute to ensuring the City becomes a key leisure destination for visitors but would

also maintain and enhance its position as a global business centre, by providing cultural/leisure experiences for people living and working in and around the Square Mile. The proposed permanent Heritage Experience would directly reference the historic tapestry of the City and the flexible exhibition spaces would provide a unique and distinctive space for cultural events within the Square Mile. Finally, the proposed uses would contribute to the balance and mix of uses in the immediate locality, which is comprised of commercial, educational, residential and office uses.

144. The Cultural Plan and Socio-Economic Assessment suggest that the proposed development aims to attract up to two million visitors annually, boosting national and international tourism, with an expectation to generate over 100 jobs and increase local expenditure. There is a series of benefits brought forward through the scheme that focus on inclusion and equal opportunities. These include free school visits, opportunities for local jobs and apprentices, training opportunities, providing spaces designed for a greater group of people, and co-curation / co-creation programmes to engage the local community in shaping the exhibition areas. The development scheme makes use of an existing infrastructure that would otherwise stay untapped. It does that by creating a space that focuses on their legacy and embraces their history in a unique way with a commitment to invest millions of pounds to deliver that vision.
145. It should be noted that during the application's public consultation, 57 letters of support have been received, strongly supporting the provision of a touristic attraction with the characteristics of the proposed scheme in an area that has been battling to recover from the pandemic. Notwithstanding that, none of the overall 24 letters of objection raised an objection to the retention and restoration of the existing historic tunnels.
146. A Section 106 obligation would be required to secure the provision of the proposed cultural spaces and public benefits brought forward, including a Cultural Implementation Strategy and Operational Management Plan, and securing a Cultural Operator or future Partners focusing on inclusive procurement programmes. Officers consider these obligations to be necessary for the delivery of the proposed cultural use.
147. The proposed cultural spaces would contribute to the cultural and community offer in this part of the City. The scheme would align with the City's ambitions and direction of travel set out in the recent Destination City which seeks to ensure that the City is a compelling, seven day a week destination. The proposed development is therefore considered to be compliant with London Plan Policies SD4, GG1, GG5, E10, HC5, Local Plan 2015 policies CS11, DM11.1 and Emerging City Plan 2040 policies S6 and CV2.

### Conclusion of proposed uses

148. For the reason stated above, it is considered that the proposed development would contribute to the support of the City's business function offering a unique experience for its workers, residents and visitors, and add a significant cultural supply to the City's stock meeting Destination City's aspirations. There are key heritage and social benefits brought forward in the scheme and is considered to constitute a positive development that meets the aims of policies in the Local Plan and London Plan and meets key strategic objectives and emerging policies of the Draft City Plan 2040. The proposed development is therefore considered to be compliant with London Plan Policies SD4, GG1, GG5, E10, HC5, Local Plan 2015 policies CS11, DM11.1 and Emerging City Plan 2040 policies S6 and CV2.

### Design and Heritage

#### Policy Context

149. The relevant local policies for consideration are DM3.2, CS10, DM10.1, DM10.3, DM10.4, DM10.8, CS11, CS12, DM12.1 and DM12.2 of the Local Plan policies and S8, DE2 of S11 of the emerging City Plan, and London Plan policies D3, D5, D8, HC1, HC5, HC6, GG2 and GG5.

#### Existing Site and Context

150. No.38-41 Furnival Street is located at the northern end of Furnival Street and within the Chancery Lane Conservation Area. The existing site is composed of two distinct buildings, No.40-41 is a modern office building and No.38-39 is an existing entrance to the Kingsway Tunnels and has been identified as a non-designated heritage asset due to its historic and rarity value.
151. Furnival Street is a narrow street which runs north-south connecting Cursitor Street and Holborn. The townscape of the locality is of a modest scale, Furnival Street is generally constructed of four and five-storey buildings with varied roofscapes. The scale and massing of 39-41 Furnival Street sit comfortably into the existing streetscape however although 38-39 Furnival Street is slightly smaller in scale than the surrounding buildings. The architecture and appearance of Furnival Street is a narrow enclosed street and dominated by the use of brick and uniform gridded façades and a fine urban grain. No.38-39 is a positive and unusual contrast to the surrounding buildings, its simple industrial brick façade hinting to the wider tunnel network below ground. The architecture of No.40-41 dating from the 1990s is less successful due to the dominating glazed bow frontage which breaks the uniformity of the streetscape.

152. The existing ground floor frontages have little street presence. At No.40-41 the frontage is formed by an office lobby which has a lack of façade articulation and limited street activation. No.38-39 is dominated by black-painted solid doors. Overall, the buildings underperform for a streetscape which is characterised by numerous openings and high levels of articulation.

#### Height/Bulk and Massing of No.38-41 Furnival Street

153. The disposition of the final massing and bulk has followed a design-led approach considering local townscape views, daylight assessment and relationship with neighbouring buildings and access requirements to the underground network. The massing and façade design has also been designed around the delivery of optimal microclimatic conditions, including daylight, sunlight and overshadowing to the building and its neighbours. With respect to massing, height and façade treatment, the development would demolish the entirety of No.38-39 and No.40-41 Furnival Street, and the proposed massing and height of the new structures would largely recreate the existing building proportions. The proposal would retain the appearance of two buildings, maintaining the urban grain of the East side of Furnival Street. The changes in height would be imperceptible and only experienced in oblique views.
154. The proposal would be formed of three levels of basement covering the extent of the site. The proposed massing of No.38-39 would use the full extent of the site and would slightly increase in height to accommodate ground plus three storeys with a rooftop amenity, increasing the overall height by 3.4m. The balustrading for the rooftop amenity would be set in from the main building façade reducing its visual impact in the oblique views along Furnival Street, the top height of the balustrading would be +36.10m AOD. The proposed massing of No.40-41 would be formed of four storeys above ground plus a setback plant enclosure at roof level, reaching +41.75m AOD. The massing would use the full extent of the site footprint however it would be set back at the ground floor to allow for a covered canopy over the entrance. Widening the public realm around the entrance would reduce the impact of the increased footfall associated with the new visitor attraction. The massing at the rear of No.38-41 has been designed to ensure its visual impact on the neighbouring building has been minimised by sloping the massing in the middle of the proposal from level 03 and above.
155. The proposal would positively address the street by introducing curved corners to the body of the building reducing the visual appearance of the currently unsuccessful blank flank wall which is visible in local townscape views looking north and south down Furnival Street. The proposed massing would improve

these townscape views by reducing the furthest extent of the massing into the street by 300mm and pulling the building line back at the ground floor to align with No.14-18 Holborn.

#### Architecture and Materiality of No.38-41 Furnival Street

156. The primary frontage of No.40-41 would be a bold addition to the townscape. The architectural treatment would express the new function of the building while maintaining the traditional proportions of the street through its expression of base, middle and top. While the façade of No.38-39 would reimagine the existing brick façade celebrating the unique history of the site.
157. The proposal allows for a connected single internal floorplate to be achieved without the disconnected inflexibility of joining the existing buildings. The two blocks would read as distinct but connected buildings, tied together by a consistent ground floor frontage and industrial architectural language and materiality.
158. The development would transform the existing ground floor experience to Furnival Street introducing a defined, active base of a human scale expressed as a single height with a recessed covered entrance associated with the main entrance. The site is constrained with limited frontage and through a design-led approach the proposal has provided a high level of activation alongside providing the required servicing entrance and fire escapes. The activation is created through increased levels of glazing and the primary use of the ground floor as the entrance to the tunnels. The servicing doors would be integrated into the façade minimising their impact on the appearance of the building in line with Local Plan policy DM10.1 and emerging City Plan 2040 policy DE2.
159. The primary entrance would be distinctive, and publicly located parallel to the street within the 1500mm setback. The soffit treatment, of textured reflective stainless steel would run from outside into the internal reception creating a welcoming and visually interesting primary entrance. The entrance including the soffit treatment would be designed to ensure that the highest standards of accessibility and inclusivity are achieved in line with Local Plan policy DM10.8 and emerging City Plan 2040 policy DE2. The detailed design would be secured via condition.
160. Materiality has been a central consideration. The building would have a high-quality industrial appearance, with the rebuilding of the brick façade at No.38-39 and the use of glass blocks at No.40-41. The materiality has been developed to celebrate the history of the site while also providing a high level of natural light into the building, creating a transition point for visitors between the subterranean tunnels and the outside. The proposed materiality including

colour, design details and intricacies would be secured through conditions including samples and bays studies.

161. The use of basalt cladding across the base of No.38-41 would provide a consistent language across the two buildings and ensure that a high-quality finish is achieved while ensuring that there is sufficient robustness for a primary entrance with sufficient footfall.
162. The upper storeys of No.38-39 Furnival Street would celebrate the existing building located on the site maintaining the unique industrial language by reinstating the existing brick façade and incorporating the existing concrete ventilation panel. The brick façade would be framed with black louvred panels which would be setback from the brick elevation by 400mm creating a clear hierarchy to the façade. No.38-39 originally had a metal crane, which has been lost a would be replicated and reinstated.
163. The upper floors of No.40-41 would be characterised by the bold, simple and elegant glass block four-storey façade, a modern interpretation of the industrial language found at the existing No.38-39 Furnival Street. The glass block façade was developed following an extensive pre-application process which looked to balance the need to provide a high level of ventilation to the third-floor plant space alongside providing adequate light levels to the ancillary office floor on level 04. The bold façade would provide visual interest and express the public uses without being overwhelming. The surrounding townscape is of a varied character and the independence of the architectural approach and materiality would add to the surrounding character.
164. The top floor of the No.38-39 would be the rooftop amenity for the tunnel's supporting workforce. The balustrading would be set back from the façade line reducing the visual impact on local townscape views. The terrace has been designed in line with the City of London Corporation Preventing Suicides in High Rise Buildings and Structures planning advice note. The balustrading of the terraces would be a minimum of 1.4m high and have a planted buffer zone located in front of the balustrading line, creating a natural deterrent. Further detail regarding suicide prevention would be secured via condition.
165. The outdoor amenity and urban greening of the terrace would provide visual and physical amenity for the tunnel workforce supporting their mental health and wellbeing in line with Local Plan policy DM10.3 and emerging City Plan 2040 policy DE2.
166. The glass block façade of No.40-41 Furnival would accommodate integrated removable façade panels to allow for plant replacement in line with Local Plan

policy DM10.1 and emerging City Plan 2040 policy DE2. The junction detailing and materiality would be secured by condition.

167. The roof top plant equipment and lift overruns would be screened by the plant screen which is set back from the façade line reducing its visual impact on local townscape views. The proposed plant and building services equipment would be fully screened from view and integrated into the design of the building in line with Local Plan policy DM 10.1, greening would be optimised where possible in line with Local Plan Policy DM10.2 and emerging City Plan 2040 policy DE2. Further details are required and would be secured via condition including the 5th elevation.
168. Appropriate lighting, in accordance with Local Plan Policy DM 10.1, would deliver a sensitive and co-ordinated lighting strategy integrated into the overall design, minimising light pollution, respecting the historic context, responding to public safety and enhancing the unique character of the City by night. Irrespective of the approved drawings, a detailed Lighting Strategy would be subject to conditions to ensure final detail, including form, quantum, scale, uniformity, colour temperature and intensity are delivered in a sensitive manner in accordance with guidance in the City Lighting Strategy. The proposed public realm lighting strategy would provide low-level illumination to architectural features, to enhance the pedestrian experience, improve safety and protect the existing surrounding residential amenity.
169. Cycle parking facilities for the Tunnel workforce would be accessed via an entrance on Furnival Street. The short-stay cycle parking would be provided in public realm. The active edges would improve the pedestrian experience and cycle facilities would encourage active travel walking and cycling. The proposals are acceptable and allow for active travel and comply with Local Plan policy DM10.1 and emerging City Plan 2040 DE2.
170. Irrespective of the approved drawings, full details of the ground floor frontages, design and materiality of the public realm improvements, and wayfinding strategy are reserved for condition to ensure these are well-detailed and are useable. The development has had regard for Local Plan Policy DM 3.2 and the Mayors Public London Charter promoting a safe, inclusive and welcoming environment.
171. A high-quality signage strategy and way finding for the proposal would be required and would be secured via condition.

#### Conclusion of Architecture and Massing of No.38-41 Furnival Street



172. The proposals would successfully integrate into the modest scale of Funnival Street and would significantly enhance the streetscape by providing increased active frontage. The distinctive sense of separate buildings, materials, the celebration of industrial heritage and intended quality would introduce a well-considered, refined, neighbourly architectural set piece. The bold architectural expression would reflect the unique cultural use of the buildings and the subterranean tunnel network. The development is sensitive to townscape contexts at macro and local scales. The proposal would optimise the use of land, whilst significantly improving the buildings' interface with their surroundings.
173. The development would create a high-quality culture-led commercial development utilising the existing heritage of the site. The proposals align with Local Plan Policies CS10, CS11 and CS12, Emerging City Plan 2040 Policy DE2 and London Plan Policies D3, D5, HC5 and HC6. It is considered that the scheme would represent 'Good Growth' by design, in accordance with the London Plan Good Growth objectives GG2 specifically GG2E: understand what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character and GG5 specifically GG5F: promote and support London's rich heritage and cultural assets, and its role as a 24-hour city. The proposals would also align with the mandate of Destination City by supporting London as a 24-hour city and creating a new cultural offering in this corner of the City of London
174. An informative for architect retention is proposed.
175. Overall, the proposals accord with the City's broader visions to deliver outstanding places, as part of 'Destination City', 'City Recharged' (2020), 'Future City' (2021) and 'Culture and Commerce' (2021).
176. The proposals are in overall general conformity with Local Plan Strategic Policies CS10 (Design), London Plan Policies D3/D8 and emerging City Plan 2040 Strategic Policy S8 (Design).

### Heritage Impacts

#### Direct Impacts Chancery Lane Conservation Area

#### *Significance:*

177. The Chancery Lane Conservation Area and its buildings contain considerable historic character and appearance to convey the area's historical ethos through their variety and quality.

178. The characteristics which contribute to the special interest of the Chancery Lane Conservation Area can be summarised as follows:
- An exceptional span of building ages and styles, resulting in a townscape of arresting contrasts;
  - Significant historic associations with the legal profession, with origins as a centre for medieval legal administration;
  - The collegiate surroundings of Staple Inn and Barnard's Inn, which incorporate rare secular medieval survivals;
  - A historic association with educational establishments that has persisted to the present time (e.g. the Inns of Court, Birkbeck College, King's College London);
  - The site of the Knights Templars' first precinct and church in London (at Southampton Buildings);
  - A well-preserved and easily legible historic street network;
  - Monumental 19th century Victorian public buildings in a range of styles;
  - One important early act of conservation (Staple Inn north range) and several buildings of varying periods associated with a single company's patronage (Prudential Assurance Co.);
  - Well-considered 21st century insertions into a historic context.
179. No.38-39 is located adjacent to No.35 and No.36-37 which both offer examples of 20<sup>th</sup> century executions of traditional forms. It is seen to have a positive contribution to the conservation area and is noted within the CA Character Summary and Management Strategy SPD as offering a strikingly industrial aesthetic to the street, contrasting with the refined architecture of No.10 opposite. The key features which contribute to the industrial aesthetic as the plain brick elevation, iron crane and large ventilation grille.
180. The character of No.40-41 is out of keeping with the prevailing architectural aesthetic of Furnival Street due to its large bow front and is not deemed to be a positive contributor to the conservation area.

*Direct Impact:*

181. It is noted that a number of objections have been raised regarding the impacted of the proposal on the character of the Chancery Lane Conservation Area however this is in contradiction with officers Appraisal and further discussion regarding the impact of the proposals is set out below.
182. No objection from Historic England or Conservation Area Advisory Committee (CAAC) have been raised regarding the impact on the Conservation Area.

183. No.38-39 has been identified as having a positive contribution to the conservation area due to its industrial past and appearance and historic associations as citadel accommodation. Due to the narrow grain of the street, it is acknowledged that it is primarily the front façade of No.38-39 which provides the positive contribution to the conservation area. The proposed works at No.38-39 would comply with Local Plan policy DM12.2 and emerging City Plan 2040 policy HE1 as the positive contributors of the existing building would be reinstated within the proposed works, specifically the brick façade, concrete grille and reconstruction of the metal crane.
184. No.40-41 Furnival Street would be replaced by a high-quality glass block façade which would follow the existing datums set by No.14-18 Holborn. The architectural language would create a modern industrial aesthetic at No.40-41, emphasising the unknown heritage asset at No.38-39 and would create a positive addition to the streetscape. Adding to the existing key characteristic of the conservation through further addition of contrast and well-considered 21st century insertions in line with Local Plan Policy DM12.2.
185. The view down Furnival Street from Holborn is currently framed by the high-quality façade of No.10 Furnival Street and the blank red brick flank wall of No.40 Furnival Street. The proposed works would make a positive contribution to this view due to the activation of the flank elevation which would be achieved through the introduction of curved corners and the continuity of the materiality around corners.
186. The site appears in one local townscape view which has been highlighted in the Chancery Lane CA Character Summary & Management Strategy SPD as having a strong contribution to the character of the conservation area, the view is taken from the junction of Cursitor Street looking north along Furnival Street. The existing view is characterised by buff brick buildings to the west and a mixture of red brick and stone to the east, terminating the street is the Grade II\* Prudential Assurance Building. The view would remain largely unchanged due to the site being located at a significant distance, however, due to the change in the façade line at No.40-41 Furnival Street the view would be opened up to allow further appreciation of Prudential Assurance Building.
187. Where the proposal would be visible from higher level windows, officers are satisfied that the designs would be of high quality, due to its materiality and greening, providing a high level of architectural and visual interest.
188. On balance, there is sufficient quality within the architecture of the proposal, to consider the impact on local townscape is acceptable, given that proposals are of high quality and suitable massing which would be well articulated, and would respond to its local context forming part of an interesting, varied, streetscape

along Furnival Street. The proposal would result in total demolition of No.38-41 Furnival Street however this would be mitigated by the reinstatement of the brick façade, concrete grill and metal crane at No.38-39, which would successfully promote the industrial heritage of the site.

#### Direct Impacts - Non-Designated Heritage Asset

189. Non-designated heritage assets are buildings, monuments, sites, places, areas, or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets. The guidance in Historic England's Advice Note 7: Local Heritage Listing has been used to assess whether the buildings on the site have the potential for non-designated heritage asset status. The Kingsway Exchange Tunnels were identified to have such status as a result of that scoping exercise.

#### Kingsway Exchange Tunnels

##### *Significance:*

190. Asset Type and Rarity: Only eight deep-level tunnels were built as part of the air shelter programme and the majority of these are located in predominantly residential areas, except for Chancery Lane and Goodge Street which are located in predominantly commercial and institutional areas of central London. The entrance located at No.38-39 Furnival Street is a rare example of industrial architecture in the City of London, this is represented in the simple brick façade with concrete ventilation panels and the metal crane which has been lost.
191. Age: The Kingsway Exchange Tunnels were completed in 1942 alongside the entrance at Fulwood Place and the entrance at No.38-39 Furnival Street was completed later in 1952. The age of the building does not relate to established local characteristics or building traditions and does not contribute to the interest of the Kingsway Tunnels.
192. Architectural and Artistic Interest: The tunnels network was constructed in a similar way to the underground train network and is of a standard construction methods. The purpose-built entrance at No.38-39 Furnival Street has a utilitarian façade which is indicative of its function while its materiality helps contextualise it into the surrounding streetscape. The intrinsic design and aesthetic value of the heritage asset do not relate to the local vernacular and the materials and construction where standard for the time period. The Kingsway Tunnels do not have any intrinsic architectural or artistic interest.

193. Group Value: The Kingsway Tunnels does not have any clear design relationship with the surrounding development, with the majority of the asset hidden underground. The above ground structure at No.38-39 Furnival Street is part of the 20<sup>th</sup> century piecemeal contemporary transformation of Holborn Kingsway Tunnels does not have any group value with the surrounding development.
194. Archaeological Interest: The building does not provide evidence of past human activity in the locality and below ground archaeology is considered in detail in the next section of the report.
195. Historic Interest: The Kingsway Exchange Tunnels were completed in 1942 and originated as the Chancery Lane deep-level shelter one of eight deep-level air raid shelters constructed during the Second World War to provide shelter to Londoners during aerial bombing attacks. The structure and arrangement of the Chancery Lane deep-level shelter was standard compared to the other seven constructed. It comprises two principal tunnels, which run in parallel and are connected by cross passages. The Chancery Lane deep-level shelter was never used for civilian shelter and was instead converted to 'Citadel' accommodation in 1944. At this time the tunnels were adapted to accommodate a reserve government headquarters in case of invasion or equivalent emergency. In 1949 the General Post Office took over the tunnels for use as a telephone exchange and works began at the beginning of the 1950s, in complete secrecy under emergency powers, to extend the tunnels through the construction of four large-diameter north-south tunnels, known as the avenues, these were built to house the automatic switching equipment. It was at this time that the building and goods lift at 38-39 Furnival Street was constructed. Its historical uses, although no longer the building's current use, adds to the historic significance of the tunnels. The subterranean network of tunnels still retains many features associated with their use as a citadel accommodation and subsequent telephone exchange including a canteen, bar, sleeping chambers and mechanical equipment. The site was also the location of the UK's termination point for TAT-1, the first transatlantic telephone cable in 1956. Which acted as the 'hotline' between Washington and Moscow during the Cuban Missile Crisis. The country's first radio paging terminal was also installed on this site in the 1970s. The Kingsway Tunnels have significant historic value.
196. Landmark Status: There are no identifiable communal or especially striking aesthetic values which make the Kingsway Tunnels stand out in the local scene as much of the asset is formed of subterranean tunnels with limited above ground presence. The architecture of No.38-39 Furnival was purposely designed to be unobtrusive and recessive, so it is not considered to possess landmark status.

197. The Kingsway Exchange Tunnels have been identified as a non-designated heritage asset, and the significance of the Kingsway Exchange Tunnels primarily arises from its rarity and historic interest as a deep-level air raid shelter, citadel accommodation and telephone exchange. The above-ground entrance elements are minimal parts of this much larger complex and are not representative of the extensive subterranean space and are of limited interest. The rarity and historic interest are primarily associated with the subterranean tunnel network.

*Impact:*

198. The proposal, as described previously, would result in the loss of some historic fabric, and changes to the above-ground structures at 30-33 High Holborn and total demolition of No.38-39 Furnival Street to be replaced by a reconstructed brick façade with additional massing and an increase in overall height.

199. The proposals would result in a demolition of historic fabric to No.38-39 Furnival Street, with the complete demolition of the above-ground structure and the widening of the goods lift. The new proposal would dismantle the existing brick façade and concrete vent and reintegrate them into the new façade. The original crane which has been lost would be reinstated. The proposal would create a modern reinterpretation of the existing building and the industrial identity of the building would be maintained and emphasised by the new building at No.40-41 Furnival Street. The works would comply with best practice guidelines regarding cleaning and deconstruction and a complete methodology would be secured via condition.

200. The works to the subterranean tunnel network would result in a minor loss and alteration to the historic fabric associated with the refurbishment works. The works associated with tunnels structures would be minimal and primarily associated with the remove of the asbestos and works to the access shafts which is required to ensure safe and inclusive access down into the tunnels. The form and structure of the tunnels would be maintained, and key features of the tunnels would be retained including the reinstatement of the deepest bar in UK and creating a permanent exhibition with the surviving telecom's equipment, including the trunk exchange, generators and main distribution frame. The proposed works would allow for the tunnel network to be opened up to the public and allow for this currently unknown heritage asset to be enjoyed by a wide public audience.

201. The proposed works to the Kingsway tunnels have been considered in line with paragraph 209 of the NPPF regarding the harm or loss of a non-designated heritage asset. The demolition of No.38-39 Furnival Street and reconstruction of the brick façade would result in loss of part of the non-designated heritage

asset but on balance this would not diminish the overall significance of the heritage asset due to limited level of demolition in regard to the entire network of tunnels, and the continued expression of the tunnels above ground through the use of simple industrial architecture. Overall, officers consider that the proposed designs for the Kingsway Tunnels would improve the accessibility and visibility of this currently unknown heritage asset to a wide public audience without distracting from its historical and rarity value in line with London Plan Policy HC1, Local Plan Policy CS12 and Emerging City Plan 2040 Policy S11.

202. In line with paragraph 210 of the NPPF, a condition is recommended to be secured via Section 106, requiring a Cultural Operator to be secured prior to any demolition works. Officers consider this as a necessary condition to ensure the partial loss of the non-designated heritage asset would occur only when the operation of the proposed cultural development would be secured.

Indirect Impacts:

No.25 Southampton Buildings - Grade II\*

*Significance:*

203. Library and Offices of 1890-1912 by the Office of Works' principal architect, Sir John Taylor. The present complex also incorporates three bays of the elevation of an earlier structure, Staple Inn Chambers, which was designed and built in 1842-43 for the Taxing Masters in Chancery by the London-based architects Wigg and Pownall. Architecturally the buildings are of considerable interest: the complex is formed of six distinct blocks with different architectural treatments. The principal architectural interest of the building lies in the surviving interior spaces, such as the atrium Reading Room with two gallery floors with decorative ironwork and Corinthian columns. Further interest is derived from the building facades which display handsome Victorian and Edwardian architectural detailing. The Furnival Street and Southampton Buildings façades are particularly elaborate in their architectural detailing and make a positive contribution to the historic commercial character of Holborn. Significant historic interest is also derived from its function as the reading room and offices for the Patent Office, a government body established in 1852 to grant patents, trademarks and design rights.

*Contribution of Setting:*

204. The buildings are located within a dense network of narrow streets and squares with frontages to Furnival Street, Took's Court, Southampton Buildings and the gardens associated with the listed Staple Inn Building. The surrounding area is

characterised by large institutional and commercial premises, such as the Inn of Court and the setting contributes to the understanding of its historical interest as a Patent Office and Library. In the 19th century the commercial character of the area developed with the construction of large-scale office buildings with impressive street frontages. This is illustrated by the former Patent Office, the Public Record Office to the south on Chancery Lane (also by Sir Henry Tanner) and the Prudential Assurance offices to the north on High Holborn. There has been piecemeal redevelopment throughout Furnival Street and the surrounding area that has eroded the historic character of the area; however, these are generally respectful in scale and function.

*Impact:*

205. No.38-41 Furnival Street is located to the west of the former Patent Office on the opposing side of Furnival Street, the proposals would amount to change in a neutral element of its setting. The proposals would be seen together in the kinetic experience of Furnival Street however both would only be glimpsed in oblique views. The changes to the façade line of No 40-41 would pull the massing away from the listed building. Coupled with the setting back of the upper level of No.40-41, the overall effect would be a distinctive and deferential new volume that would not appear to dominate the listed building or challenge it in these views. Accordingly, the proposals would preserve the setting and significance of the listed building and the ability to appreciate it.

Prudential Assurance Building- Grade II\*

*Significance:*

206. The office building was constructed between 1885 and 1901 to designs by Alfred Waterhouse. In 1930-32, the building was altered and extended by EM Joseph. The building is Gothic Revival in style and constructed in a distinct combination of granite, red brick and red terracotta. The building occupies an entire urban block within Waterhouse Square, with its principal façade to High Holborn. The building has a complex floor plan with an interconnected series of courtyards within the block. The Prudential offices occupy the former site of Furnival's Inn, one of Holborn's Inns of Court, demolished in 1897.
207. The office building has a historical interest as the headquarters of the Prudential Assurance, Investment and Loan Association, founded in 1848. The building was extended over several years and designed to reflect the prestige of the company. The building has further associations with architect Alfred Waterhouse, who was responsible for well-known works such as the Natural History Museum and Eaton Hall. The architectural interest of the building derives from its imposing street presence on High Holborn and its high level of



Gothic detailing. The building is a fine example of purpose-built commercial office architecture, designed to reflect the values of the company it housed. The building has strong national associations with other Prudential Assurance offices, demonstrating a national company identity.

*Contribution of setting:*

208. The setting of the Prudential Office building contributes positively to its significance in its visual and spatial relationship with other large commercial and institutional sites on and around High Holborn. The Prudential Office building holds a prominent position on Holborn and the primary façade can be appreciated in its entirety. There are fragments of the historic streetscape that once characterised this commercial centre on the south side of High Holborn, which contribute to an understanding of the development of Holborn in the late 19th century. To the east and west of the listed building, there is modern commercial development of a contrasting style and materiality, which detract from the architectural and historic interest of the building.

*Impact:*

209. There is minimal intervisibility between the listed building and No.38-41 Furnival Street. The proposals would be seen in views of the listed building looking north along Furnival Street, this would be a kinetic experience and the proposal would only be glimpsed in oblique views. The changes to the façade line of No.40-41 would pull the massing back and open up the view towards the listed building. Coupled with the setting back of the upper level of No.40-41 would be a distinctive and deferential new volume that would not appear to dominate the listed building or challenge it in these views. The site is a peripheral element in the wider setting of the building and the proposals would preserve the setting and significance of the listed building and the ability to appreciate it.

No.32 & 33 Furnival Street – Grade II

*Significance:*

210. A pair of early 18<sup>th</sup> century townhouses of three to four storeys over basement. The buildings are typically Georgian in style and proportion, with architrave windows, string courses, parapet roofline and door-hoods. The buildings have architectural interest as a rare example of 18th century domestic development in central London. The buildings have historic interest as an illustration of the history of Holborn which developed as a residential suburb to the city before it declined in popularity in the 19th century and became predominantly institutional and commercial in character. The townhouses derive group value from one another through their historic and visual association.

*Contribution of setting:*

211. The setting of the townhouses contributes positively to their interest, located in the identifiable historic street pattern of Furnival Street and the surrounding area, and the visual relationship with No. 10 on the opposite side of Furnival Street. Furnival Street has undergone piecemeal redevelopment, meaning that the neighbouring buildings to the listed townhouses are modern constructions. These vary in architectural quality but overall respect the narrow plot size of the historic development.

*Impact:*

212. No.38-41 Furnival Street is separated from the listed buildings by intervening development. They share a wider visual relationship in the kinetic experience of views looking north or south along Furnival Street however both would only be glimpsed in oblique views. Accordingly, the proposals would preserve the setting and significance of the listed building and the ability to appreciate it.

Indirect Impacts Chancery Lane Conservation Area

*Significance:*

213. The significance of the Conservation Area lies in its historic association with the legal profession and educational establishments that have persisted to the present time, Inns of Court, Birkbeck College, King's College London. The architectural character of the conservation area covers an exceptional span of ages and styles resulting in a townscape of arresting contrast. The Conservation Area is bound by busy arterial roads, Holborn and Chancery Lane but vastly made up of well-preserved narrow network historic streets.

*Setting:*

214. The conservation area is surrounded by a varied and diverse character: to the East, large scale modern commercial buildings, to the South the diverse character of commercial buildings associated with the Fleet Street Conservation; to the West is the Bloomsburg Conservation Area characterised by low rise buildings around formal landscape squares; to the North is the Prudential Assurance Building located in the Hatton Garden Conservation Area.

*Impact:*

215. The indirect impacts on the Chancery Lane Conservation Area derive from the above ground works associated at Fulwood Place within the London Borough of Camden. There would be limited intervisibility with the Chancery Lane Conservation Area and the works are deemed to have no impact on the Conservation Area.

#### Wider Heritage Impacts

216. The definition of setting is the extent to which an asset is 'experienced,' which is not geographically set and can change over time, relating to more than just a direct visual influence. Given the dense central London location, the site is potentially within the setting of an enormous amount of heritage assets, and it would be disproportionate to assess them all. As part of a scoping exercise, this assessment is in accordance with paragraph 200 of the NPPF and is deemed proportionate and no more than is sufficient to understand the potential impact of the proposal on its significance. In accordance with paragraph 201 a number of potentially affected assets were scoped, accounting for their significance and contribution of setting to that significance. Additional assets assessed include:
- No.4, 5 and 6 Staple Inn (Grade I)
  - 337 and 338, High Holborn (Grade II\*)
  - No. 9 and 10 Staple Inn (Grade II)
  - Staple Inn Hall (Grade II)
  - No. 7 and 8 Staple Inn (Grade II)
  - The Institute of Actuaries (Grade II)
  - Staple Inn North and South Buildings (Grade II)
  - Mercer's School Hall and Building Adjoining (Grade II\*)
  - Barnard's Inn Hall (Schedule Monument)
  - Hatton Garden Conservation Area (Camden)
  - Bloomsbury Conservation Area (Camden)

#### Conclusion of Heritage Impacts

217. The proposals, by way of impact on setting and character, would preserve the heritage significance and setting of all aforementioned heritage assets. The proposals comply with policies CS12 and DM12.2 of the Local Plan 2015 and S11 and HE1 of the emerging City Plan 2040.
218. The loss of historic fabric associated with the Kingsway Tunnels as a non-designated heritage would be mitigated through the improvement to the accessibility and visibility of this currently unknown heritage asset to a wide public audience. The industrial language of No.38-39 Furnival Street would be maintained through the reconstruction of the brick façade and the reinstatement

of the metal crane. As such, the proposals are considered to accord with Local Plan Policies CS12, DM12.1 and DM12.2, emerging City Plan Policies S11 and HE1, London Plan Policy HC1, having accounted for and paying special regard to section 72 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) and the relevant NPPF policies.

### **Archaeology**

219. Policy DM12.4 of the Local Plan 2015 and policy HE2 of the draft City Plan 2036 outline the requirements with regards archaeology, that the City will preserve, protect, safeguard and enhance archaeological monuments, remains and their settings, seeking inclusive access to, public display and interpretation where appropriate.
220. An Archaeological Desk-Based Assessment has been submitted with the application.
221. The development site lies in an area of archaeological interest (Archaeological Priority Area) identified in the City Local Plan. The City of London is considered an archaeologically sensitive area in its entirety. In accordance with the City of London Local Plan 2015, all of the City is considered to have archaeological potential, except where there is evidence that archaeological remains have been lost due to deep basement construction or other groundworks.
222. The desk-based assessment highlights that there was an archaeological excavation by the Museum of London's Department of Urban Archaeology in 1988 prior to the erection of the existing building at 40-41 Furnival Street. This revealed medieval gravel quarries backfilled with brickearth, a series of 13th-15th Century rubbish pits and a chalk-lined cesspit. The remains of the 17th Century L-shaped building were excavated on the southern half of the site which might have removed any evidence of the earlier inn. It is therefore likely that archaeological remains have been removed from 40-41 Furnival Street. The current building has a basement level with a floor slab at approximately 3.70m deep and it is considered that any archaeological survival would be very low.
223. At 38-39 Furnival Street, bombing damages occurred during WWII and the previous building was demolished. The current building hosts a vent shaft and a lift in its basement that provides access to the tunnels. Given the old basement housing the Kingsway Tunnels' vent shaft and access shaft lay on the site, archaeological survival is likely to be very low. The Kingsway Tunnels have survived almost intact.
224. The scheme proposal includes the demolition of 38-39 and 40-41 Furnival Street and their redevelopment, including the construction of a new four-level

basement across the footprint of the new buildings. The existing round shaft at 38-39 Furnival Street would be retained within the new basement and excavation works would aim to enlarge the areas around it to provide space for evacuation stairs.

225. There would be no construction works for the tunnels themselves, however refurbishment works would be necessary to bring the tunnels into use. It is acknowledged that these works could affect some of the earlier historic features of the tunnels dating in the 1940s such as the air-raid shelter and later bunker and computer centre.
226. The Greater London Archaeological Advisory Service (GLAAS) advised that further archaeological work should be undertaken for 38-39 Furnival Street before any excavation takes place as some archaeological potential remains. In relation to the tunnels, GLAAS identifies the high heritage interest they hold and recommends that historic building recording is carried out for them prior to the redevelopment works. The historic building recording should utilise the digital scans that have already been carried out for the site. The proposed development works are identified as possible to cause harm to archaeological remains and field evaluations should be carried out to determine the appropriate mitigation measures. GLAAS, therefore, recommends two-stage pre-commencement archaeological conditions requiring a Written Scheme of Investigation (WSI) and a Historic Building Recording to be carried out prior to any demolition works. This would comprise firstly, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation.
227. The proposals are acceptable in archaeological terms subject to conditions to cover a WSI and historic building recording. The application therefore complies with Local Plan Policy DM12.4 and draft City Plan Policy HE2.

### **Public Access and Inclusivity**

228. Developments should be designed and managed to provide for the access needs of all communities, including the particular needs of disabled people as required by policies CS10, DM10.1, DM10.5 and DM10.8 of the Local Plan, policies S1 and S8 of the emerging City Plan 2040 and policy D5 of the London Plan. Plan 2040 and policy D5 of the London Plan. In particular, policy DM10.8 requires to achieve an environment that meets the highest standards of accessibility and inclusive design in all development (both new and refurbished), open spaces and streets.
229. Local Plan policy DM 10.8 requires “to achieve an environment that meets the highest standards of accessibility and inclusive design in all developments (both

new and refurbished)". A service provider also has an anticipatory duty under the Act.

230. A Design and Access Statement has been submitted in conjunction with supplementary letter of clarification prepared by David Bonnett Associates (DBA) in response to officers requests.
231. It is also noted that the proposed development has been reviewed by City of London Access Group (CoLAG) during pre-application stage.
232. The proposed development has been carefully designed within the constraints of the existing buildings to ensure that the access needs of all users have been considered.
233. The provision of places to store a mobility scooter is welcome in principle and should include fire prevention measures and accessible charging points. Further details of this would be included within an Access Management Plan.

#### Arrival at the Site

234. Consideration has been given to the points of arrival at the site and the main entrance to the cultural use amended following officers comments. Details of the points of arrival and entrances to the site would be secured by an Access Management Plan.
235. Arrival at the site has been considered for a number of travel options. The walking distances from key public transport nodes exceed the recommended 50m without a rest. It is therefore welcome that resting points with accessible seating are proposed wherever possible at maximum intervals of 50m along the approaches to the buildings from key points of arrivals, to be secured under a Section 278 Agreement. It is also welcome that an additional blue badge space is proposed on Furnival Street near the site's entrance. The exact location and timed restrictions would be subject to further consultation carried out under a Traffic Regulation Order. It is noted that Blue Badge holders are limited to 4 hours parking in City of London accessible parking bays.
236. The applicant has provided a framework to provide new high quality public realm which would significantly improve the pedestrian environment and capacity, the details of which would be guaranteed within a S278 Agreement. The highways authority is exploring the further works under a healthy streets scheme in conjunction with the above on Furnival Street and connecting roads, that will look to provide the required accessible parking space, provide suitable pavement to provide access to all, offer suitable resting areas where possible.

237. Continuing provision of the existing Blue Badge space in the area during construction is important provided it is safe for use and it is recommended that details are reserved of how this continuous provision will be secured through the Deconstruction and Construction Logistic Plan.
238. Staff arriving on large outdoor mobility scooters would have one dedicated parking space in the ground floor cycle store. An independent and dignified inclusive transfer strategy to access level four office accommodation would be required to be agreed under the Access Management Plan.

### Cycle Provision

239. The long stay cycle entrance for the staff of the tunnels would be provided onto Furnival Street and would be automated. The Access Advisor has advised that controls should meet best practice guidance as set out in BS 8300 (2) 8.2.3 to be accessible to a range of users. The submitted plans show that a space for a larger cycle would be provided.
240. It is noted that 5% of cycle spaces should be suitable for larger cycles in order to meet London Plan 2021 Policy T5B and London Cycling Design Standards 8.2.1 guidance. Wheelchair-accessible sanitary and changing facilities are also necessary. On the submitted plans these appear to be provided within the Furnival Street building in close proximity to the office accommodation. However, access to associated staff changing facilities would be limited during hours of operation. Further detail of operational management is recommended to be reserved by condition to ensure that associated impacts are limited.

### Entrance

241. The Access Statement details the entrances to 38-41 Furnival Street and 31-33 High Holborn and confirms that they will all be step free with a clear opening width of at least 1000mm. The primary visitor entrances at both Furnival Street and Fulwood Place have been confirmed to be an automated swing doors. Further detail is proposed to be secured via condition to ensure the design of the manifestation, thresholds, mat wells and floor finishes designed to inclusive design best practice guidance.
242. Reception facilities should be consistent with AD M(2): 3.6 and BS 8300 8.6.2 Routes from the entrance/lobbies and should be logical, clearly defined and unobstructed, with adequate and sufficient circulation space. Reception area desks should be positioned away from the entrance to minimise noise, with lowered counter sections, appropriate hearing enhancement systems and the surface of the reception area should be slip resistant. Circulation space around the front entrance desk should ensure clear movement for wheelchair users,

people with buggies and mobility scooter users. Details are proposed to be provided through condition.

### Vertical Movement

243. London Plan D5, (B)5 states 'in all developments where lifts are installed, as a minimum, at least one lift per core (or more subject to capacity assessments) should be a suitably sized fire evacuation lift suitable to be used to evacuate people who require level access from the building'. Supporting text (paragraph 6.2.1) further states that there should be an evacuation lift in addition to fire-fighting lifts. Proposals and the access statement confirm that all lifts will be more than 1100x1400mm with appropriately sized landings and back-up lifts are identified across the site in case of failure.
244. The lifts which provide access to the office accommodation from Furnival Street are not sufficient for users of larger mobility vehicles and alternative provision should be identified through the Access Management Plan. It is recommended that details of lifts are reserved by condition.
245. The lifts at Fulwood Place which provide access to the tunnels and are integral to the escape strategy from the tunnels do not meet the recommended size set out by BS 8300-2:2018 (Table 4) for users of larger mobility vehicles and alternative provision should be identified through the Access Management Plan. It is recommended that details of lifts are reserved by condition.

### Horizontal Movement

246. Corridor widths and door openings are confirmed as consistent with AD M(2), including sufficient door widths and passing places for wheelchairs and will be subject to detailed design development.

### Terraces and Garden Space

247. The areas of landscape have the potential to offer places for rest and recovery, consistent with guidance in PAS 6463: Design for the Mind. The detailed design for the amenity terrace should meet best practice guidance as set out in BS 8300-1:2018 to be accessible to a range of users. It is noted that the details of hard and soft landscaping will be secured by condition.

### Sanitary Facilities

248. It is confirmed that unisex accessible toilets will be provided on all floors, with a range of handed units across the development. Separate male and female, as well as gender neutral cubicles, ambulant disabled cubicles, baby changing



facilities, and a Changing Places facility are provided across the development. Further details of the toilet facilities layouts would be required by condition and their access arrangement through S106 obligation under the AMP.

249. A Changing Places toilet was agreed during development of the proposals, and which will support the public functions of the tunnels and help make it more accessible to more people. There are few Changing Places facilities within the City at present and, although not available on a 24 hour basis, this is a key element of making the scheme more inclusive. Management and operation should be covered in the AMP and would be secured via Section 106 obligation.

#### Internal recovery and restoration areas

250. Recovery and restoration areas have been deemed important for the proposed development given the long distances to cover in a subterranean environment and potential for high sensory stimulation, including from exhibitions. The exhibition space targets to attract a broader audience including children, elderly, families, people with restricted mobility, a place that would be accessible to everyone. It is therefore critical to ensure that areas of rest and isolation are provided in strategic locations within the tunnels for restoration and recovery.

251. The letter of clarification by DBA proposes accessible seating to be provided at 50m maximum intervals within the exhibition spaces and a quiet room to be placed in the Avenues, where the temporary exhibition space would be provided. Recovery areas are proposed at approximately 60m intervals with exact locations and design to be reserved by condition. Recovery areas would feature accessible seating and tables, drinking points, visually and acoustically calming spaces. Further details could be reserved in the Access Management Plan as an obligation.

#### Signage and Wayfinding

252. Signage and wayfinding will be important for navigating the site and should be designed with reference to guidance in PAS 6463: Design for the Mind and following the principle of 'two senses'. Details of a Wayfinding Strategy will be secured by a condition.

#### Inclusive Procurement and Co-curation

253. An obligation for Inclusive Procurement has been made under the Section 106 including but not limited to opportunities of co-creation / co-curation, partnerships with artists from underrepresented groups, as well as opportunities for volunteering, training and mentoring for underrepresented groups of people.

#### Public Access and Inclusivity Conclusion

254. The proposal has been designed to ensure that the site is accessible for the greatest range of people. In order for the proposed cultural use to fulfil its goal

of being a top-tier tourist destination, high accessibility standards and inclusive environments and practices are essential. Great consideration has been given as to how to get beyond the limitations posed by the existing building and tunnels infrastructure in order to secure the optimal solution for everyone. Subject to further design details and an Access Management Plan, it is considered that the proposal accords with the access related policies outlined above.

255. Overall, and subject to the imposition of conditions, the proposal would accord with the access policies outlined above.

### **Culture and Education Strategy**

256. Policy S1 in the London Plan states that development proposals that provide high quality, inclusive social infrastructure that addresses a local or strategic need and supports service delivery strategies should be supported.
257. Local Plan policies CS11 and DM11.2 and draft City Plan 2040 Strategic Policy S6 encourage new cultural experiences and art works. A Cultural Plan has been submitted in accordance with emerging Policy CV2 of draft City Plan 2040.
258. A Cultural Plan has been prepared by Future City which sets out the vision and strategy for the use of the existing tunnels as cultural and visitor attraction. The proposed cultural destination has been characterised as the 'London's Underground Connector' in the Cultural Plan, as it strategically sits between the London Borough of Camden and City of London, two local authorities offering prominent cultural landmarks and central attractions linked to London's rich history from the Roman period, to the presence of St Paul's and Tower Bridge, and various livery halls and historic walks. The site would be an opportunity to add a layer of the 20<sup>th</sup> century history to London's legacy.
259. The culture and education strategy has been developed around four key principles: Cultural Intelligence; History and Heritage; Active Participation; and Sustainable Futures. It is envisaged to use high-end technologies with programming partners to create transformative experiences in the tunnels providing a unique opportunity for visitors to interact with a range of media through a digital stimulus. The history of the site plays a key role in creating a context of physical heritage assets and programming along the cultural exhibition areas. In line with the Destination City vision and the consultation feedback through engagement with stakeholders inclusive and accessible spaces would be introduced in the tunnels for everyone to enjoy, with part of the cultural programming focusing on raising awareness about environmental issues.

260. As mentioned previously, the tunnels would comprise three spaces: The temporary Cultural Exhibition Space (in the 'Avenues'); the permanent Heritage Exhibition Space (in the 'Streets'); and the Bar. The latter falls outside the Corporation's boundary.
261. The applicant's plan is to assemble a dedicated Cultural Delivery Team, for the delivery of the exhibition programmes outlined in the submitted Cultural Plan, in relation to the temporary exhibition space. A bespoke team would be responsible for the operation of the venue. It is envisaged to partner with London Festivals and Cultural Institutions to enable a variety of cultural exhibitions and events. It is estimated to secure up to 12 events per year. The access, operation and coordination of these events would be secured by an obligation for a Public Access and Events Management Plan in the Section 106.
262. The Cultural Plan identifies the 'History & Heritage Space' (permanent exhibition space) as a 'continuous excitement' with recurring programming responding to the historic significance of the tunnels. It envisions partnerships with historical and heritage institutions within London and the UK. The Imperial War Museum, the British Museum and the Museum of London are mentioned as potential large-scale programming partners, but it is also envisioned to partner with smaller-scale organisations.
263. A final Cultural Operator is not secured at this stage, however the applicant has been in meaningful long discussions with providers who have expressed interest. Suggestions have been made to house the Military Intelligence Museum in the tunnels. A Cultural Implementation Strategy as a Section 106 obligation would be secured restricting demolition works until an Operator is secured.
264. The Cultural Plan refers to an initiative of creating a figurative Lab, referred as the T-Lab, a partnership project that would bring together university, tech-institutions, creative communities as key partners with further collaborations with local and London-wide communities, to support generating and providing content in both exhibition spaces. Opportunities for co-curation and co-creation of cultural spaces with the help of local communities are considered key factor to achieve inclusive developments. An Inclusive Procurement and Cultural Implementation Strategy would be secured by an obligation in the Section 106 agreement which would require further details on inclusive partnerships including the involvement of underrepresented artists and groups in the formation of special exhibitions.
265. The proposed exhibition space is anticipated to attract up to two million visitors per year which would boost national and international tourism. The submitted Socio-Economic assessment suggests that these visitors could spend between £60m - £85m in the local area each year. It is estimated that the development

would generate over 100 jobs through direct employment within the cultural use and an addition of 50 jobs that would arise through the supply chain and worker expenditure at the London level. The proposed development would generate approximately £6.1 million of additional Gross Value Added (defined as “the measure of the value of goods and services produced in an area, industry or sector of an economy”).

266. The applicant has made a commitment to offer free school visits to the cultural use. A minimum of two school-trips every week has been found logistically achievable. Free entry is also considered for up to 20 members of the military per weekday while discounts would be available for universal and pension credit holders, emergency workers and carers, teachers, students, young people and local residents.
267. It is targeted to attract audiences which can differ between the different cultural offers within the tunnels. Indications of the audience segments include cultural tourists, incidental tourists, young creatives, families, older learners, education groups (including schools, colleges, universities, further education, etc), special interest groups (clubs, societies, etc), local residents and workers.
268. The social benefits of the proposed cultural use include the following features and commitments made by the applicant as stated in the Socio-Economic Assessment:
- Offer entry discounts for universal and pension credit holders, emergency workers and carers, teachers, students, young people and local residents and free school trips and members of the military to the proposed cultural exhibition space;
  - Maximising opportunities for local jobs and apprentices in collaboration with London Borough of Camden and City of London, including placements for local school age children and/or local adults residents;
  - Work with local community centres to keep local residents informed on the development progress and job and training opportunities;
  - Accessibility and Inclusivity – the cultural spaces would feature enhanced access for people with disabilities (both visitors and employees) and ensure spaces would be designed to be enjoyable and safe for everyone;
  - Inclusive procurement and partnerships with inclusive cultural providers; opportunities for co-created/co-curated exhibitions (community participation is shaping the design of new cultural events/spaces/galleries); partnerships with artists of underrepresented groups; volunteering and training programmes for vulnerable groups of people and for schools;
  - Repurposing existing historic tunnels – the proposed development aims to provide access to the existing infrastructure that has been non-operational since the 1980s by investing £140m in restoration and preservation. The applicant commits to an £80m investment for installing the immersive technology that will help bring the story of the tunnels to life.

269. The provision of the proposed cultural spaces and the benefits that are brought forward would be captured and secured under a Section 106 agreement for a Cultural Implementation Strategy and Operational Management Plan.
270. The proposed cultural spaces would provide a destination cultural and community space which would contribute towards the Corporation's Destination City initiative of creating fun, inclusive and innovative spaces and places that attract people to the City.
271. The proposed cultural spaces are considered to be an enhancement to the City's cultural provision and provide public benefits such as free school-trips at least twice a week and delivering a highly accessible and inclusive venue.
272. As such, officers consider that the proposal would be in accordance with Policy CS11 to maintain and enhance the City's contribution to London's world-class cultural status and to enable the City's communities to access a range of arts, heritage and cultural experiences, in accordance with the City Corporation's Visitor Strategy, Policy DM 11.2 Public Art To enhance the City's public realm and distinctive identity.

### **Transport and Highways**

273. The site has the highest level of public transport provision with a public transport accessibility level (PTAL) of 6B. The application site is also in close walking distance of London Underground (LU) stations, namely Chancery Lane Station (c.130 metres), Farringdon (c.650 metres) and Holborn (c.700 metres). Chancery Lane provides a direct connection to the Central Line and is reachable within 2 minutes on foot. Farringdon provides access to the Circle Line, Hammersmith and City Line, Metropolitan Line and the Elizabeth Line. Holborn (one stop from Chancery Lane) provides onward connection to the Piccadilly Line and Central line.
274. Farringdon Station is an 8-minute walk away (approximately 650m to the northeast of the Site). In addition to providing access to the Circle, Hammersmith & City, Metropolitan, and Elizabeth Line, Farringdon Station also has access to National Rail services, via Thameslink. The station is served by regular trains to St Albans, Cambridge, Brighton, Horsham, and Bedford, amongst others.
275. City Thameslink is a 10-minute walk away approximately (800m south of the Site). It is served by trains operated by Thameslink on the Thameslink Route which is a 24-hour main-line route, running from Bedford, Luton, St Albans City,

Peterborough and Cambridge via Central London to Sutton, Orpington, Sevenoaks, Rainham, Horsham, Brighton and East Grinstead.

276. The closest bus stop to the Fulwood Place Site access is the Chancery Lane Station bus stop, 125m to the east. The access at 38-41 Furnival Street is closest to the bus stop at Holborn Circus, 120m to the north-east of the access point. Chancery Lane Station bus stops are located between the two access points in Fulwood Place and 38-41 Furnival Street. The stops are served by 5 services, the number 8, 59, 133, N8, N25, and N242.

### Trip Generation

277. The applicant has submitted a Transport Assessment (TA) to support the application, which includes details on trip generation and modal splits. The trip generation has been calculated by reviewing the theoretical capacity of a busy design day for visitors coming to The London Tunnels. The design day has been designed to accommodate the predicted trip generation for the 20 busiest days of the years (bank holidays etc) based on a density of 6.53sqm per person in the tunnels, equating to a maximum of 1,020 visitors on site with 750pp/hr in the tunnels. A normal day (weekday) has been calculated at 10sqm per person which equates to 490pp/hr in the tunnels and 760pp/hr across the Site as a whole.
278. Based on the maximum capacity of 1,020 visitor capacity, extrapolating this over to a maximum daily, weekly, monthly and annual capacity is shown below in Figure 8.

Access	Development Site Peak	Daily	Weekly	Monthly	Annually
Design Day	1,020	9,180	61,194	271,089	2,464,442

**Figure 8. Maximum visitor capacity assessment**

279. Within the initial submission of the Transport Assessment the applicant compared the likely modal split of the site to the Postal Museum in Islington. Amended documents have since been submitted with the more likely compatible site of the Museum of London as a comparison which is considered to be more similar in nature and likely to generate a similar modal split for the proposed development.

280. Officers are satisfied that based on this latest submission the outlined impact of the development can be assessed based on the current assumptions included within the Transport Assessment Addendum.

Mode	%	Design Day Hourly Trips (two-way)	Design Day Daily Trips (two-way)
Pedestrian	15	225	2,025
Public Bus	12	180	1,620
Train / Underground	65	975	8,775
Car (Blue-badge)	0	0	0
Cycle	6	90	810
Taxi	1	15	135
Coach	Up to 1*	Up to 15	Up to 135*
Total	100	1,500	13,500

**Figure 9. The modal split for the proposal**

281. The overall numbers travelling to and from the site each day are likely to be significant and therefore require mitigation. While there is also a potential additional impact from the staff trip generation, with only 85 staff based at this site at any one-time, officers have focused the impact of the assessment on the public highway on the number of visitors.

282. In addition to this the additional visitors attending the special events proposed for a typical operational purposes are required to be taken into account within the assessment.

283. Focusing on the main visitor trips, based on the above modal split, there are four key areas of consideration:

- The pedestrian impact in the area. With a predicted 2025 additional pedestrians travelling to/from the area, additional visitors coming via public transport and coach would need to be assessed as they would also likely all need to utilise pedestrian links to and from the site. This would inevitably have an impact on pedestrian comfort levels in the area.
- Public transport capacity. With the significant number predicted to use the train and underground travelling to and from the site, initial impact analysis assessments have been provided to demonstrate that local public transport infrastructure can cope with the additional uplift in trips.
- Taxi mitigation. With a predicted 135 people likely to use taxis to travel to and from the site, on an assumption of two to three capacity per taxi,

this would generate an additional 45-68 taxis per day travelling to and from Furnival St.

- Coach mitigation. Coach trips to and from the site would be discouraged.

284. In summary, this application would produce a significant impact on the public highway. That being said, officers are confident that through the below outline mitigation measures, conditions and obligations the application is considered acceptable in transport terms.

#### Events Management

285. In addition to the outlined 'day to day' trip generation the application seeks to use the venue for other out-of-hours uses as a potential events venue. This impact would need to be carefully managed with consideration being given specifically to any impact on local residents from noise or vehicle movements.

286. Any events would likely need to be considered on a case-by-case basis, particularly if these events would require special deliveries, any special allowance of vehicles to and from the site, possible queuing or dwelling outside the site. Operation and opening times would also be required to be managed to minimise the impact of these events and ensure that any impact on the public highway can be mitigated.

287. Therefore, in order to manage these events appropriately, an Event Management Plan is proposed to be secured via the attached Section 106 legal agreement which would include the requirement of event management plans to be submitted to the highway authority prior to each event. It is noted however that should the Highway Authority feel that the impact on the public highway is unacceptable then the Authority reserve the right to refuse permission for the event proceed.

#### Pedestrian Impact and Public Realm

288. Upon review the submitted proposals would likely generate a high number of visitors traveling to or from the site each day, with an expected 2,025 pedestrian trips per day. The overall impact on the public highway and specifically on the pedestrian comfort levels has been a significant focus in assessing this application.

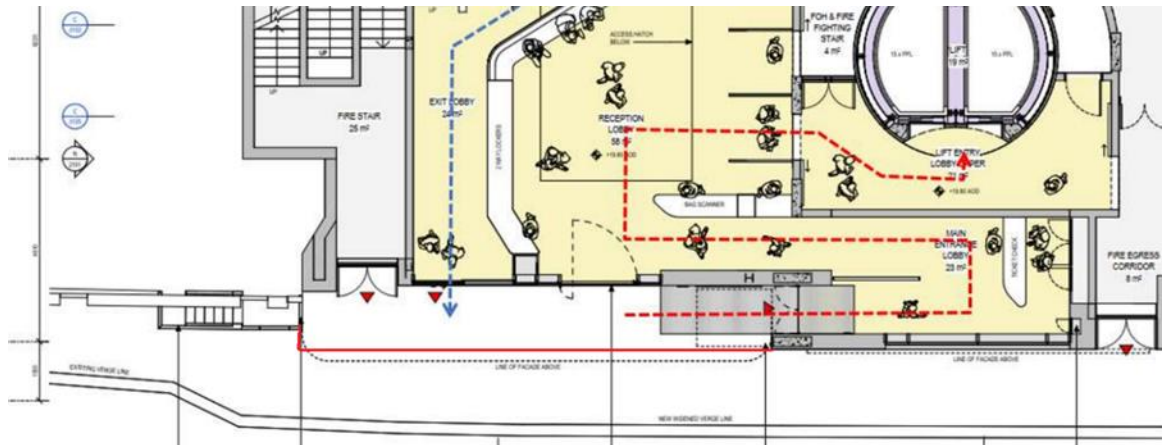
289. A site visit was conducted by the applicant to measure the footway widths within an agreed study area to measure the critical paths. Critical Paths are defined as the effective width of the footway where pedestrians can walk. The critical paths additionally took into account street furniture and any frequent pedestrian queues at bus stops or other areas.



290. This corresponded with a pedestrian count for the area (June 2023), with which the pedestrian comfort levels can be assessed with. The applicant has applied the expected uplift in pedestrian numbers should planning permission be granted to this assessment along with predicted uplift in footfall by 2041 to predict any potential alterations to the pedestrian comfort levels.
291. Pedestrian Comfort Levels range from A-E, with A being the most comfortable for free-flowing pedestrian movement. The City of London is committed to providing no lower than B+ standard of all public spaces both of private public realm and on public highway.
292. In general, the impact of comfort levels is acceptable, as this is mainly helped by the many options for pedestrian routes and public transport access across the area. However, given the constraints of the site there is likely to be an impact on Furnival Street for which the main entrance to the site is proposed.
293. Furnival Street is a narrow street that is north bound for general traffic only with a contra flow cycle lane. It currently suffers from very narrow footways which would need amendments should planning permission be granted. Initial concerns from officers about queuing from the main entrance of the site onto Furnival Street have been satisfied with the submission of a supporting assessment, showing the permeation of pedestrians into the building. The submitted document is considered to be sufficient to meet the above needs and would ensure no external queuing on the surrounding public highway.
294. In order to address the pedestrian comfort levels of Furnival Street it is likely that mitigation would be required to allow the street to cope with the increased demand. These measures could take the form a raised table along the whole of Furnival Street from the northern point of the site.
295. However, Furnival street will still need to be left open to vehicles, including emergency vehicles, for required access to the site, along with maintaining two-way access for cyclists.
296. The proposal aims to mitigate its impacts by including various public realm improvement works along the Furnival Street, in conjunction with the City of London's Healthy Street aspirations for the area. The general aim of the Healthy Street plan for Furnival Street is to redesign the street and manage access to make streets more accessible, engaging and providing safe places for people to walk, cycle and spend time. The proposal has considered how the application would intertwine with the City's scheme and the measures proposed above are considered to be compliant with the CoL's Healthy Street aspirations. The extent of the works to be secured under a Section 278 agreement.

297. In conclusion the proposals impact on the local and wider streets is acceptable, subject to the outlined changes which will require the applicant to enter into a Section 278 agreement.

### Building Line



**Figure 10. Change in Building Line**

298. The applicant has proposed to bring the building line on the north side of the site on Furnival Street back to accommodate the visitors, as outlined from the red delineation line on Fig 3. This will enable the permeation of visitors into the site. The section would remain as private given the location underneath and the protruding first floor.

### Taxi movements and drop off

299. The development is expected to generate 15 taxi trips per hour, which would equate to approximately 8 vehicle movements (based on 2 people per taxi). It is proposed that all taxi's would drop off and collect from Holborn, as per existing highway arrangement.
300. Furnival street is currently used as a cut through for taxis and therefore, realistically, is likely to be the key area for loading. While the Travel Plan proposes to minimise vehicle trips on Furnival Street during the development opening hours this will also need to be backed up by alterations to transport infrastructure.
301. In order to mitigate the impact from taxis and to prevent vehicles from picking up and dropping off directly outside of the site, the City's Healthy Street Scheme will consider restricting vehicle movements. The scheme could potentially introduce timed closures or traffic mitigation measures however this is subject to consultations with the neighbouring properties. The Section 278 therefore, agrees a scope of work which would include immediate measures, such as pavement widening, and future collaborative mitigation.

### Coaches loading and dwell time

302. The development is expected to generate up to 135 people travelling to and from the site by coach. With coach capacities varying between 40 to 60 passengers, this would generate between 3-4 coaches arriving to the site each day.
303. Officers have worked with the applicant who is in agreement that coaches should be discouraged from traveling to the site and at the point of initial booking would be advised to seek alternative modes of travel to the site and to utilise schemes such as the School Party Travel run by Transport for London.
304. A number of locations have been proposed to date for possible loading and dwelling area for coaches away from the application site. Coaches that must travel to the site will therefore be advised they are not to dwell or wait for passengers in the local vicinity of the site.

### Servicing

305. The proposed development would be car free, which is considered acceptable. All vehicle trips generated by the development would likely be associated with taxis and delivery & servicing. It is estimated that around eight deliveries are expected to be generated per day.
306. Due to the narrowness and the restricted access of the site on Furnivall Street, the main delivery point would be from Holborn, specifically outside 8-9 Holborn, which is set away from residential properties. Access from that section of highway is currently restricted by a mandatory cycle lane which is in operation between the times of 7:00 AM and 7:00 PM Monday to Friday. The proposed solution has been considered by CoL Environmental Health officers who did not raise any objection, but seek to ensure best practice and ways of minimising noise to the local residents through the management plans to be secured for the site in the legal agreement.
307. The applicant therefore has agreed to all deliveries taking place out of hours, with the main delivery point on Holborn, between the hours of 7:00 PM and 10:00 PM Monday to Friday. In order to secure this agreement, the Service Management Plan would be secured as an obligation.
308. It is noted that the above arrangements would serve the main cultural use of the site. Any servicing and deliveries in relation to the proposed bar would be agreed with Camden officers and would not occur within the City.

309. Some limited deliveries, such as refuse collection could be allowed to take place on Furnival Street for health and safety reasons. The full details of the scheme are subject to further design work and consultation.

#### Disabled Motor Vehicle Parking

310. Policy T6.5 of the London Plan and Policy 16.5 of the Local Plan requires proposals to provide disabled parking for users of the site. However, due to the constrictive size of the site at surface level, combined with the structurally restrictive existing supports that link in with access of the lower tunnels, provision of the disabled parking on site cannot be achieved.
311. In order to provide parking for disabled users, the scheme under the Section 278 agreement on Furnival street, will seek to provide disabled parking in or close by, in conjunction with the Healthy Streets scheme. As part of this agreement it shall be outlined that one of the key considerations for the proposed Highways scheme is to provide disabled car parking near the site.

#### Travel Plan

312. In order to mitigate the impact on this development a Full Travel Plan is required to be put in place, which is required to cover the active travel promotions as well as monitoring for staff and visitors. Travel Plans are an effective tool for managing visitors, volunteers and employees at a site by helping to promote sustainable transport and raising awareness of their benefits. It is particularly important to note that actions discouraging coach use to and from the site should be integral to targets and actions within this Travel Plan. The discouragement of coaches has been outlined in the Transport Assessment Addendum and this states that coach trips would be discouraged wherever possible.
313. A Travel Plan (TP) is proposed to be secured as a Section 106 planning obligation in order to meet London Plan policy T4 and Local Plan Policy 16.1. The travel plan would need to be approved by the CoL prior to occupation and this would include a requirement for a Travel Plan Co-ordinator to be appointed no less than 3 months before occupation. The TP should include the action plan with smart objectives, aiming to encourage the use of the sustainable modes of transport.
314. Transport for London encourages developers to use the TRICS database for trip generation predictions. Under the proposed legal agreement the applicant will also be required to undertake a TRICS after study and provide TfL and the City of London with the results on completion of the development. TfL would then be able to update the TRICS database with the trip generation results for

the various use categories associated with this development. The necessary after surveys and results are proposed to be secured by Section 106 agreement as part of the Travel Plan review and monitoring process.

### Cycle Parking

315. London Plan Policy T5 (Cycling) requires cycle parking be provided at least in accordance with the minimum requirements set out within the London Plan. Policy T5 (Cycling) requires cycle parking to be designed and laid out in accordance with the guidance contained in the London Cycling Design Standards and that developments should cater for larger cycles, including adapted cycles for disabled people.
316. The level of cycle parking proposed as part of the development for long stay parking meets minimum London Plan requirement for the cultural use with 12 long stay cycle parking spaces are proposed as being provided. At ground level is proposed 3 Sheffield stand providing 3 general spaces and 1 fully accessible space. At basement level which is accessible via a large lift at the secondary entrance is proposed the remaining 8 spaces with the provision of two-tier Joster Stand. Provision of additional 2 spaces is also required to cover for the requirements of the bar at the same basement location. Details of the cycle stores have been secured by condition.
317. The accessible Sheffield stand is welcomed and meets the London Plan requirement for 5% of long stay parking to be accessible to disabled bicycle users. It is also considered that the other long stay cycle parking meets cycle design guidance standards and is acceptable. Officers encourage the provision of an accessible cycle bay at the basement storage and require the inclusion of a range of cycle space types split across the two bike stores by way of condition. Furthermore, the proposed application also seeks to provide one accessible shower at the staff accommodation at fourth level and another one at basement level where the rest of the bikes are to be stored. In addition, provision of lockers for staff is made in the office area and the basement cycle store. The supporting facilities are considered acceptable for the 14 long stay cycle spaces.
318. Short stay cycle parking requirements for similar uses as outlined in the London Plan is 1 space per 100sqm. If this requirement is applied to the total size of the development, there would be a requirement to provide 125 short stay cycle parking spaces.
319. Due to the constraints of the development site, the constricted floor layout required for queueing and access to the tunnels and the large number of cycle spaces required it is not possible to provide spaces within the development itself. Nevertheless, it is proposed that the Section 106 legal agreement would

secure the provision of cycle parking spaces on the public highway, including improvements to the cycle infrastructure in the vicinity of this development. Camden Officers have agreed to provide 20% of the total requirement on their public highway. Therefore, subject to this provision the application is considered acceptable on this basis.

#### Management and Construction Impacts on the Public Highway in the local area

320. The proposal would involve a significant amount of demolition and construction works. This would generate a large number of construction vehicle movements during the overall construction period. Demolition and construction at ground level as well as access to works below the surface would require cross boundary access between two authorities, the London borough of Camden and the City of London corporation. It is also important to note that works would be conducted under Transport for London's strategic road network on high Holborn, as well as close to London Underground assets. All of the above mentioned stakeholders would be required to agree construction logistic plans prior to the commencement of works.
321. The proposed works would likely have a significant impact on the operation of the public highway if not managed effectively. Officers primary concern is public safety but would also need to ensure that construction traffic does not create (or add to existing) traffic congestion or impact on the road safety or amenity of other highway users. The proposal is also likely to lead to a variety of amenity issues for local people (e.g. noise, vibration, air quality) during the construction stage.
322. London Underground while not objecting has asked to impose a condition for approval to safeguard their assets from ground movement impacts during demolition and construction works.
323. A preliminary Construction Logistic Plan (CLP) has been submitted in support of the planning application and this provides useful information to outline the proposed works and methodology.
324. It has been proposed that the majority of the demolition and construction works would be carried out from Furnival Street within the CoL boundary, with an additional secondary access from Fulwood place in the London borough of Camden. Furnival street is located within a gyratory network, that contains narrow roads with tight corners and will have limitations on vehicle access through the area. It should be noted that the final admission of the construction logistic plans would need to provide details and significant consideration on how access would be managed.

325. A more detailed CLP and DLP would be secured by via condition with a requirement to be prepared once a Principal Contractor has been appointed, which would need to be in line with TfLs Construction Logistics Plan Guidance.
326. The City of London needs to ensure that the development can be implemented without being significantly detrimental to the amenity or the safe and efficient operation of the highway network in the local area. Therefore, a CLP and a DLP is proposed to be secured as via condition to ensure the construction and demolition of the site is in accordance with The London Plan Policy T7 and DM16.1 of the CoL Local Plan. This would provide a mechanism to manage/mitigate the impacts which the proposed development would have on the local area. The CLP would need to be approved by the CoL prior to works commencing on site.

#### Waste Management

327. Local Plan policies CS17 and DM17.1 require sustainable choices for waste and for waste facilities to be integrated into building design. Draft City Plan Policies S16 and CE1 require developments to consider circular economy principles.
328. A Waste Management Plan has been submitted as part of this application which sets out the servicing and waste collection strategy. The proposed development would be serviced on site with all deliveries and refuse collection activities being carried out at ground floor level, accessible via Furnival Street. These arrangements serve all activities taking place within the building at Furnival Street and underground. The bar would be served via Fulwood Place, in LB of Camden.
329. The City's Cleansing team were consulted and raised some initial concerns of health and safety regarding the internal transfer of bins from the basement level 1 to the ground level. An updated Waste Management Plan has since been prepared to address these concerns and was submitted to CoL for review. The Cleansing team has reviewed the responses and confirmed that the proposed waste storage and collections facilities comply with CoL's requirements and no objections were raised.
330. The waste storage is considered to comply with Local Plan policies CS17 and DM17.1 and draft City Plan policies S16 and CE1. An obligation for the Servicing and Delivery arrangements of this development would be secured in the Section 106.

## Transport Conclusion

331. The proposals are acceptable in transport terms, subject to the necessary conditions and obligations as discussed above.
332. Nos. 38-39 and 40-41 Furnival Street represent a constrained site within a tightly knitted, urban section of the City of London. Furnival Street itself is also restricted in terms of its size, design and current vehicular and pedestrian usage. The proposed development would significantly increase the use of both the public realm and the highway that is located immediately adjacent to the site. However, the submitted documentation details appropriate mitigation and measures that would reduce the impact on the surrounding highway network while also promoting active and sustainable transport.
333. The following S106 planning obligations and conditions would therefore need to be secured:
- The applicant has agreed to enter into a S278 agreement, which would intertwine with the City of London's Healthy Street plan for the area. These plans would be delivered in conjunction with the City's aspiration for the area and mitigate the impact of the proposed development by delivering a substantial uplift in the quality of the surrounding highway network. The submitted drawing, titled 'Vision zero/Healthy Streets Plan' ref: 70106185-TP-SK-18 rev: P02, includes a shaded area in green, showing the extent of S278 works, and agreed with the applicant. The works are subject to further design and consultation.
  - Any design would also need to address the City of London's key transport objectives for the area, which is to:
    - i. provide a healthy streets scheme with consideration to providing a shared surface, increased footpath, additional street furniture, additional blue badge parking and further public realm improvements
    - ii. improve sustainable transport to and across the area
    - iii. provide additional greening
    - iv. maintain the contra flow cycle lane
    - v. maintaining access for emergency vehicles
  - Contributions towards cycle infrastructure.
  - Travel Plan (TP) s106 agreement shall state that the TP for all users of the development shall be approved prior to occupation of the site.
  - Delivery and Servicing Management Plan (DSMP). The Section 106 agreement shall state that the DSMP shall be approved prior to the first occupation of the site and the approved plan shall be followed.
  - A condition to secure a Construction Logistic Plan (CLP). The condition shall state that the CLP shall be approved prior to any works starting on site and the approved plan shall be followed thereafter. It should also



restrict HGV movement to and from the site to within the hours of 9:30 to 16:30 Monday to Friday, 8 till 13:00 Saturdays and fully restrict movement on Sundays and Bank Holidays unless agreed with the CoL in advance.

- S106 obligation - requiring the submission of an Event Management Plan (EMP) to no less than 12 weeks prior to each event commencing. The Highway Authority (HA) will then have at least 21 days to request alterations or object to any event.
- A condition requiring the details of the long stay cycle parking spaces for the development. The spaces to be designed to London Cycle Design Standards, implemented prior to occupation, maintained and retained as part of this development thereafter.

### **Daylight, Sunlight and Overshadowing**

334. Policy D6(d) of the London Plan states that the design of development should provide sufficient daylight and sunlight to surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing, and maximising the usability of amenity space.
335. Local Plan Policy DM10.7 'Daylight and Sunlight' seeks to resist development which would reduce noticeably the daylight and sunlight available to nearby dwellings and open spaces to unacceptable levels, taking account of the Building Research Establishment (BRE) guidelines.
336. Draft City Plan 2040 Policy DE7 states that development proposals will be required to demonstrate that the daylight and sunlight available to nearby dwellings and open spaces is appropriate for its context and provides acceptable living standards taking account of the Building Research Establishment's guidelines.
337. Paragraph 3.10.41 of the Local Plan indicates that BRE methods will be applied consistent with BRE advice that ideal daylight and sunlight conditions may not be practicable in densely developed city centre locations. Paragraph 3.10.41 of the Local Plan and Policy HS3 of the Draft City Plan states when considering on the amenity of existing residents, the Corporation will take into account the cumulative effect of development proposals.
338. The BRE guidelines "Site layout planning for daylight and sunlight - A guide to good practice" (2022) present the following methodologies for measuring the impact of development on the daylight and sunlight received by nearby existing dwellings and any existing non-domestic buildings where the occupants have a reasonable expectation of natural light:

- **Daylight:** Impacts to daylight are measured using the Vertical Sky Component (VSC) method: a measure of the amount of sky visible from a centre point of a window; and the No Sky Line (NSL) method, which measures the distribution of daylight within a room. The BRE advises that this measurement should be used to assess daylight within living rooms, dining rooms and kitchens; bedrooms should also be analysed although they are considered less important. The BRE Guide states that diffuse daylighting of an existing building may be adversely affected if either the VSC measure or the daylight distribution (NSL) measure is not satisfied.
- **Sunlight:** Impacts to sunlight are measured using Annual Probable Sunlight Hours (APSH) for all main living rooms in dwellings if they have a window facing within 90 degrees of due south. The guidelines consider kitchens and bedrooms to be less important, but that care should be taken to not block too much sun from these rooms.

#### *Interpreting results*

339. In undertaking assessments, a judgement can be made as to the level of impact on affected windows and rooms. Where there is proportionately a less than 20% change (in VSC, NSL or APSH) the effect is judged as to not be noticeable. Between 20-30% it is judged to be minor adverse, 30-40% moderate adverse and over 40% major adverse. All these figures will be impacted by factors such as existing levels of daylight and sunlight and on-site conditions. It is for the Local Planning Authority to decide whether any losses result in a reduction in amenity which would or would not be acceptable.

#### *Overshadowing*

340. Overshadowing of amenity spaces is measured using sunlight hours on the ground (SHOG). The BRE guidelines recommends that the availability of sunlight should be checked for open spaces including residential gardens and public amenity spaces.

#### *Assessment*

341. An assessment of the impact of the development on daylight and sunlight to surrounding residential buildings and public amenity spaces has been undertaken in accordance with the Building Research Establishment (BRE) Guidelines using daylight (VSC, NSL) and sunlight (APSH) assessment methodologies and considered having regard to policy D6 of the London Plan, policy DM 10.7 of the Local Plan and policy DE7 of the draft City Plan 2040. Policy D6D of the London Plan 2021 states that the design of development

should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context whilst avoiding overheating, minimising overshadowing and maximising the usability of outdoor amenity space. The BRE guidelines can be used to assess whether daylight or sunlight levels may be adversely affected. Local Plan policy DM10.7 states that development which would reduce noticeably the daylight and sunlight to nearby dwellings and open spaces to unacceptable levels taking account of BRE guidelines, should be resisted. The draft City Plan 2040 requires development proposals to demonstrate that daylight and sunlight available to nearby dwellings and open spaces is appropriate for its context and provides acceptable living standards taking account of its context.

342. The report has identified the following sensitive receptors:
- 1 to 6 Dyers Buildings (residential);
  - 34-37 Furnival Street (residential);
  - 10 Furnival Street (office/commercial); and
  - 10-12 and 14-18 Holborn (office/commercial).
343. The report states that due to window locations and views across the Site, only 1 to 3 Dyers Building have been considered relevant for assessment for daylight and sunlight. However, several of the properties within 4 to 6 Dyers Buildings have windows facing directly towards the development site, which have not been included for assessment. Officers requested to undertake assessment of these properties. In response, a VSC assessment was undertaken by GIA on the windows of 4-6 Dyers Buildings facing the site.
344. The assessment also excludes the residential premises within Sterling House, 12 Dyers Buildings which have windows facing the site, which have not been identified as sensitive receptors. However, given the height and scale of the proposal and the separation distance of this property from the site these windows are not considered relevant for assessment.
345. The residential premises immediately to the south of the proposed development site, at 34-35 and 36-37 Furnival Street, have not been assessed because their windows are not orientated within 45 degrees of the uplift of the proposed development in line with the advice set out within the BRE (2022) Guidelines.
346. The criteria set out in Building Research Establishment (BRE) Guidelines: Site Layout Planning for Daylight and Sunlight (2022) are used as guidance in forming a judgement on whether the design of the proposed development provides for sufficient daylight and sunlight to surrounding housing and is appropriate for its context (London Plan policy D6D), and when considering whether the daylight and sunlight available to nearby dwellings is reduced noticeably to unacceptable levels (Local Plan policy DM 10.7) and in considering whether daylight and sunlight is appropriate for its context and

provides acceptable living standards (draft City Plan policy DE7) it is appropriate to have regard to the assessment carried out in accordance with the BRE guidelines.

347. Two commercial receptors have been identified as listed above. However, the impact on their daylight and sunlight has not been assessed. Local Plan Strategic Policy CS10 seeks to ensure that buildings are appropriate to the character of the City and the setting and amenities of surrounding buildings and spaces. The BRE daylight guidelines are intended for use for rooms adjoining dwellings where daylight is required and may also be applied to non-domestic buildings where the occupants have a reasonable expectation of daylight; this would normally include schools, hospitals, hotels and hostels, small workshops and some offices. The BRE sunlight guidelines are intended for dwellings and for non-domestic buildings where there is a particular requirement for sunlight. The proposed increase in height to 38-39 Furnival Street would be likely to have a minor impact on daylight to Chancery Exchange, 10 Furnival St. (opposite), it is however worth noting that the proposed development would still be lower in height (by over 3 metres) (than the building opposite at 10 Furnival St.). In this case officers do not consider that the offices surrounding the application site fall into the category contemplated by the BRE where occupiers have a reasonable expectation of daylight, and officers do not consider that the surrounding offices have a particular requirement for sunlight. The dense urban environment of the City, is such that the juxtaposition of commercial buildings is a characteristic that often results in limited daylight and sunlight levels to those premises. Commercial buildings in such locations require artificial lighting and are not reliant on natural daylight and sunlight to allow them to function as intended, indeed many buildings incorporate basement level floorspace or internal layouts at ground floor and above without the benefit of direct daylight and sunlight. As such the daylight and sunlight impact is not subject to the same policy test requirements as residential premises.
348. There are no nearby gardens or amenity areas directly to the north of the development that would require a sunlight / overshadowing assessment.

#### Daylight and Sunlight

349. Daylight has been assessed for both Vertical Sky Component (VSC) and No Sky Line (NSL), these are complementary assessments for daylight: VSC is the measure of daylight hitting a window, NSL assesses the proportion of a room in which the sky can be seen from the working plane. Daylighting will be adversely affected if either the VSC of the NSL guidelines are not met.
350. The BRE criteria state that a window may be adversely affected if the VSC measured at the centre of a window is less than 27% and less than 0.8 times its former value (i.e. experiences a 20% or more reduction.) In terms of NSL, a

room may be adversely affected if the daylight distribution (NSL) is reduced beyond 0.8 times its existing area (20% or more reduction).

351. Both the London Plan 2021 and the draft City Plan 2040 require daylight and sunlight to residential buildings to be appropriate to their context, and this will need to be considered alongside reductions in daylight and sunlight assessed under the BRE methodology.
352. The applicant has submitted a Sunlight and Daylight Assessment and a Daylight and Sunlight Addendum letter.

#### 1 to 3 Dyers Buildings

##### *Daylight*

353. 1 to 3 Dyers Buildings is a five-storey residential development located immediately to the east of the application site. Given the close proximity of this development to the application site, which are effectively separated by a light well, the existing daylight levels are low, particularly at basement, ground, first and second floor levels. The daylight and sunlight report has assessed 59 windows serving 18 rooms within this development for daylight.

##### *Windows: Vertical Sky Component*

354. Of the 59 windows assessed, 35 would meet the BRE guidelines for skylight visibility (VSC). Of the 24 windows which fall below the guidance for VSC, eight experience proportional VSC reductions between 20% to 30% (minor adverse impact), nine between 30%-40% (moderate) and seven in excess of 40% (major).
355. Of the 24 windows that fall below the BRE recommendations, 18 serve known living rooms. Four remaining windows serve rooms for which the use is unknown but are assumed to be habitable. A further two rooms serve bedrooms which are considered to have a lower requirement for natural light.
356. It is noted that the VSC levels to the windows on the basement, ground, first and second floors are exceptionally low in the existing scenario (the majority of windows experience a VSC of below 10% with some as low as 0-0.3%). These windows are therefore more susceptible to greater proportionate reductions in skylight visibility. So, whilst these windows see reductions in VSC over that which is recommended by the BRE guidelines, the absolute reductions in VSC are generally quite small (i.e. between 0-4.3%). Of the 24 windows that fall below guidance, nine see an absolute VSC reduction of less than 1%. A further eight windows see no more than a 3% absolute change for VSC, and the remaining eight windows see no greater than a 5% absolute change in VSC. The report points out that absolute reductions of 3% have been referenced in past appeals as “virtually imperceptible”, and absolute reductions of 5% have

been described as “barely noticeable”. As such, while there is identified breaches of the BRE Guidance, the existing level of VSC is exceptionally low that any minimal change would result in the windows falling below the guidance. The reductions proposed however are modest in reduction, would fall under the imperceptible category and as such are assessed as acceptable.

#### *Rooms: Daylight Distribution*

357. Of the 18 rooms assessed, 13 would meet the BRE guidelines for daylight distribution (NSL). Of the five rooms that fall below the guidelines, two would experience a percentage alteration of between 30%-40% (moderate adverse impact), and three would experience a percentage alteration in excess of 40% (major adverse impact).
358. Two of the five rooms (F00, R2 and R3) assessed for daylight distribution (NSL) that fall below the guidelines serve bedrooms, which have a lower requirement for daylight. These rooms would experience proportionate reductions in daylight distribution of 32.1% and 67.7%.
359. The remaining three rooms are a ground floor living room (F00, R4), and LKDs on the first and second floors (F01/R2 and F02/R2). The living room on the ground floor would experience a reduction in daylight distribution from 15.4% to 8.5% of the room having a view of the sky. The LKD on the first floor sees a reduction in daylight distribution/sky visibility (NSL) from 30.6% to 13.5% and the LKD on the second floor sees a reduction in sky visibility from 51.1% to 35.3%. Although the daylight distribution analysis is based on assumed layouts and the results carry uncertainty and the actual impacts may be different in the existing rooms, it is considered that the impact would be acceptable given that the impact in minor adverse to a limited number of rooms.

#### *Sunlight*

360. 35 windows have been identified as eligible for assessment for sunlight. The report demonstrates that all the windows assessed would meet the BRE Guidelines for sunlight (APSH) with the proposed development in place.

#### 4-6 Dyers Buildings

361. A VSC assessment was undertaken in GIA’s Phoenix application on the windows of 4-6 Dyers Buildings facing the Site. This showed no alterations beyond 20%, therefore all windows would be BRE compliant and no further technical assessments were deemed necessary. Furthermore, given the proposed massing of the building and separation distances to the residential property the impact in terms of daylight and sunlight is considered to be acceptable in this instance.

### 10 Furnival Street (Chancery Exchange) and 10-12 & 14-18 Holborn

362. It is not considered that the commercial buildings at 10 Furnival Street, 10-12 and 14-18 Holborn are of a nature that requires exceptional daylight and sunlight levels mainly due to its location in a dense urban environment and the type of accommodation which is expected to be largely used during office hours and being relied upon artificial lighting throughout the day. As such the daylight and sunlight impact is not subject to the same policy test requirements as residential premises. The dense urban environment of the City, is such that the juxtaposition of commercial buildings is a characteristic that often results in limited daylight and sunlight levels to those premises. On that basis, the assessment has not considered the surrounding commercial buildings, which officers found an acceptable approach.

### Conclusion

363. The assessment results included in the daylight and sunlight assessment report submitted with the application demonstrate a moderate to high level of BRE compliance. Where there are technical breaches of the BRE guidelines, they can be partly attributed to the low existing levels of daylight received by the neighbouring residential properties assessed, which would be sensitive to proportionately higher percentage reductions as a result of the low existing levels of daylight.
364. Overall the daylight and sunlight available will be sufficient and appropriate to the context, and acceptable living standards would be maintained. As such, the overall impact (including the degree and extent of harm) is not considered to be such that it would conflict with, London Plan policy D6, Local Plan Policy DM10.7 and Policy DE7 of the draft City Plan 2040.

### Light Pollution

365. Local Plan Policy DM15.7 and draft City Plan 2040 Policy DE8 require that development should incorporate measures to reduce light spillage particularly where it would impact adversely on neighbouring occupiers, the wider public realm and biodiversity.
366. It is considered that only the front (west) facade of previous 40-41 Furnival Street building would be designed with glass bricks creating a level of translucency which would create light spill from internal lighting towards the occupiers facing the west side of the building which is relevant to the commercial building at 10 Furnival Street. There would be no translucent elevations opposite the residential buildings and therefore light pollution has not been considered a material factor in the submitted Daylight and Sunlight Assessment.

367. To ensure that appropriate lighting levels are achieved externally and internally including at roof terrace level, and to mitigate impacts of public realm and nearby residential properties, a condition for the submission of relevant details of a Lighting Strategy and Technical Lighting Design would be required to be submitted for approval. This will have to be submitted prior to the occupation of the building and the details shall accord with the requirements as set out in the Lighting SPD, including but not limiting to details of all external, semi-external and public-facing parts of the building and of internal lighting levels and how this has been designed to reduce glare and light trespass.

### **Air Quality**

368. Local Plan 2015 policy CS15 seeks to ensure that developments positively address air quality. Policy DE1 of the draft City Plan 2040 states that London Plan carbon emissions and air quality requirements should be met on sites and policy HL2 requires all development to be at least Air Quality Neutral, developers will be expected to install non-combustion energy technology where available, construction and deconstruction must minimise air quality impacts and all combustion flues should terminate above the roof height of the tallest part of the development. The requirements to positively address air quality and be air quality neutral are supported by policy S11 of the London Plan.
369. The application includes an Air Quality Assessment which addresses the likely impact of the proposed development on air quality as a result of the construction and the operational phases of the development.
370. The proposed development will be car free and heating will be through air source heat pumps which is welcomed. The development meets both the transport and building emissions benchmarks for the Air Quality Neutral Assessment. The proposal includes a visitor attraction in underground tunnels where levels of indoor air pollution should be minimised.
371. The City's Air Quality Officer has reviewed the proposal and has raised no objections subject to conditions and informatives in respect of generators combustion flues, Non-Road Mobile Machinery Register, and the Indoor Air Quality.
372. In light of the above and subject to conditions, the proposed development would accord with Local plan policy CS15, policies HL2 and DE1 of the draft City Plan 2040 and S11 of the London Plan which all seek to improve air quality.



### **Impact on amenity (Noise, Disturbance and Overlooking)**

373. London Plan Policy D13 requires the proposed development to mitigate noise-generating uses and Policy D14 aims to avoid significant adverse noise impacts on health and quality of life. Local Plan Policies DM3.5 and DM15.7, seek to ensure that operational noise does not adversely affect neighbours and that any noise from plant should be at least 10dBa below background noise levels. Policies S1 and HL3 of the Draft City Plan 2040 requires that noise does not adversely affect nearby land uses, supporting a healthy and inclusive City.
374. Local Plan Policy DM21.3 and Emerging Policies HS3 and DE4 seek to protect the amenity of residential properties from uses which would cause undue noise, disturbance and requires new development near existing dwellings to demonstrate adequate mitigation measures to address the impact. Development proposals are expected to be designed to avoid overlooking to adjacent residential accommodation in line with Policies DM10.3 and DM21.3 of the Local Plan and Policies HS3 and DE4 of the Draft City Plan 2040.
375. An Acoustic Assessment has been submitted which provides an outline assessment of the impact of noise and vibration from the mechanical plant on the surrounding area. In addition, operational use noise and construction impacts have been considered.
376. The nearest noise sensitive receptors that have been identified in the assessment are the residential properties to the south and east of the site, 36-37 Furnival Street and 1-6 Dyer's Buildings, and the commercial occupiers to the west, 10 Furnival Street and 9 Holborn and to the north at 14-18 Holborn. Noise surveys have been conducted to obtain the background noise levels of these properties from two measurement positions. Tabulated results are provided within the submitted Acoustic report.
377. Plant equipment serving the building and the tunnels would be housed within 38-41 Furnival Street building. The new building would house the primary entrance to the cultural exhibition space, ancillary office accommodation and retail spaces at upper levels, basement plant rooms, an air handling unit (AHU) plant room and a roof plant room situated at the northern roof level which forms the highest part of the proposed building. The proposed plant would be subject to a condition that require noise levels to be compliant with the City's standard of at least 10 dBa below background noise level as well as a condition to minimise transmission of structure borne sound or vibration to any other part of the building.
378. The impacts of the demolition and construction work on the surrounding area would be controlled by conditions requiring the submission of schemes of works to protect neighbouring occupiers. Noise and vibration mitigation, including

control over working hours and types of equipment to be used would be included in a construction management plan to be secured by condition, and freight movements would be controlled through the Construction Logistics Plan, secured by condition. These would need to demonstrate compliance with the City's Code of Practice for Deconstruction and Construction Sites and the Mayor of London's Construction Logistics Plan Guidance.

379. The impact of the proposed development in terms of noise associated with the operational stage of the cultural use (i.e. the actual underground use) has been considered to be negligible based on the fact that the main visitor space is provided underground and therefore away from nearby noise receptors. Since the earth has enough bulk to keep noise from escaping, noise breakout from the cultural exhibition spaces through the ground is therefore not regarded as a problem. It is however acknowledged that the proposed development has the potential to increase activity at street level with visitors arriving to the venue and exiting through from the upper levels of the gift shop back to the street level. Officers acknowledge that increased footfall in the area would likely increase the noise generated and disturbing to nearby properties. For that reason, the submitted Transport Assessment has produced a robust worst-case scenario based on predictions for the busiest day on site. It is estimated that a standard visitor will spend a total of 1 hour and 20 minutes on the site. Model outputs have tested the operation of the ground floor site entrance on Funnival Street to understand if there will be any external queueing that would have adverse impacts to the amenity of neighbouring occupiers. The dynamic model takes into consideration different parameters proposed to mitigate impact on the highway such as the proposed footway widening in front of the principal entrance that has been designed to maximise any pedestrian queues within the curtilage of the site and the proposed operational and management plan of the venue (including the capacity of the visitor lifts, security check points and processing time for ticketing). The results demonstrate that queueing would not be expected into Funnival Street at the tested scenario. Notwithstanding that, a worse-case scenario of 20% uplift in visitor numbers has been tested with all other parameters taken into account and results still showed no external queueing on the street.
380. In addition, it has been logically assumed that visitors arriving and leaving the site would most like be coming from Holborn where public means of transport and cycle/motorbike parking facilities are available alongside other commercial uses such as F&Bs which people can visit before or after their booked visit to the site. It is therefore considered that visitors arriving and leaving the cultural exhibition space would not create significant queues at street level or use the part of Funnival Street that extends southern to the site which would have likely cause some disturbance to nearby occupants.

381. The existing buildings on Furnival Street are either vacant or serve a modest scale office. The proposed change of use to a cultural facility, by its very nature, would likely increase the pedestrian and vehicular movement within the immediate vicinity. This would be particularly pertinent for the residents of 36-37 Furnival Street and 1-6 Dyer's Buildings. While the highway modelling described above confirms limited use of the street for significant queues, officers are cognisant there would likely be an increase in general noise and disturbance to the surrounding properties from increased activity. This is however the case with all similar cultural use applications that are intending to draw visitors to the site and officers consider that the noise increase would not vastly differ from that already found within the immediate locality (for example on Holborn or other surrounding uses). Care has been taken to prevent significantly detrimental impacts occurring to neighbours, through constrained servicing times and event management conditions, however the potential increase in general human activity is considered to be acceptable and proportional to this highly urbanised, constrained setting.
382. The application also includes a Security Strategy that outlines the security measures to be implemented on site that would support the smooth operation of the development. The site would benefit from a comprehensive management team, including on-site staff such as receptionist and security staff who would be present throughout the site's operational hours. The building would benefit from Video Surveillance Systems (VSS) monitored by on-site staff at a Security Control Room (SCR) to aid in the management of the building and surrounding spaces. As such, officers consider that adequate management of the development would likely ensure no adverse impacts are cause due to increased pedestrian movements around the site or increased number of users of the building. Details of an Operational Management Plan would be secured in the Section 106.
383. The proposal involves the operation of two separate cultural exhibition spaces within the tunnels. The Heritage Exhibition space forming the permanent visitor attraction would operate on a daily basis, and the Cultural Exhibition space which would be available for temporary exhibitions along the year and would operate with programmed events. The Cultural Plan estimates approximately 12 events taking place intermittently over a year. Further details on event programming and minimising the impact of events on amenity in terms of dispersal of visitors at night time and noise and disturbance would be required as part of the Public Access and Event Management Strategy that would be secured in the Section 106.
384. The proposed roof terrace at level four, would be used by the working staff and no members of the public would be allowed to access it. The terrace would measure 40sqm area with a 1.4m high boundary and embedded plant floor along its perimeter to provide privacy. The residential properties to the east and

south side of the terrace would be further protected from overlooking by the proposed frosted glass screen of 1.4m height and excessive greening against the eastern boundary of the terrace. Notwithstanding that, it is noted that the terrace is set back from the eastern side as the east elevation has been designed with an inclination to this portion of the building. This design provides greater distance from the adjacent residential properties and reduces the level of potential overlooking drastically. An external staircase is proposed to the southeast corner of the terrace to be used only as a fire escape. An alarmed gate would be in position to ensure that these stairs are only used in an emergency. The Environmental Health team has recommended a condition to restrict the use of the proposed roof terrace between the hours of 20:00 on one day and 08:00 on the following day and not at any time on Sundays or Bank Holidays, other than in the case of emergency in order to safeguard the amenity of the nearby occupants. Officers consider the proposed privacy measures sufficient to safeguard the privacy of the surrounding dwellings and recommend a condition for the approval of details in relation to the proposed screening and planting of the roof terrace.

385. It should be noted that the proposed bar and the programmed school trips to the Heritage Exhibition space would access the site solely through the secondary entrance at High Holborn only, which is located within London Borough of Camden. Therefore, the relevant Local Planning Authority would be responsible to control noise and disturbance to safeguard the amenity of neighbouring properties around the secondary entrance.
386. Due to there being nearby sensitive receptors it is also considered necessary to restrict overnight servicing, therefore a condition will be included to ensure no servicing of the development shall take place between 23:00 and 07:00 Monday to Saturday and between 23:00 on Saturday and 07:00 on the following Monday and on Bank Holidays.
387. Subject to the imposition of conditions, in particular those relating to noise from plant and schemes of works to protect against the impacts of demolition and construction and event management, it is considered that the application is in accordance with London Plan Policies D13 and D14, Local Plan Policies DM3.5, DM10.3 DM15.7 and DM21.3, and Emerging Policies S1, HL3, HS3 and DE4 of the draft City Plan 2040.

### **Health Impact Assessment**

388. Policy HL9 of the draft City Plan 2040 requires major developments to submit a Healthy City Plan Checklist to assess potential health impacts resulting from proposed developments.

389. The applicants have submitted a Rapid Health Impact Assessment (HIA) using evidence and assessments of impact within documents submitted with the planning application. The London HUDU Planning for Health Rapid HIA Tool Fourth Edition (October 2019) recommends the assessment of potential health impacts under 11 different broad health determinants. The HUDU checklist has been satisfactorily completed and there are not expected to be any adverse health impacts resulting from the proposed development.
390. The Assessment concludes that the development would have an overall positive impact on health. Positive impacts include:
- Improvements to the public realm along Furnival Street to be secured under Section 278;
  - A Heathy Street approach would be adopted;
  - Reuse an existing infrastructure and create accessible arrangements for everyone to have the opportunity to enjoy;
  - Provision of a cultural space including heritage exhibition space;
  - A car-free development with cycle parking proposed on and off site;
  - Inclusivity and Accessibility at the heart of the Cultural Plan;
  - Design out crime practices;
  - Access to local employment and training opportunities as well as inclusive local procurement to be secured under Section 106;
  - An outdoor amenity space is provided for the staff, greenery is incorporated wherever possible and active travel is promoted.
391. The HIA does not identify any negative impacts. However, officers considered that some impacts would arise during the construction and operational phases such as dust, noise, vibration and odours, and air pollution caused by traffic. These impacts would be mitigated by the requirements of relevant conditions and Section 106 obligations. For example, by implementing a Delivery and Servicing Plan that ensures sustainable modes and operation of freight; a Construction Environmental Management Plan and Construction Logistics Plan; securing local employment and training opportunities; and other air quality and environmental health mitigations addressed elsewhere in the report.
392. The HIA assessment adequately addresses potential health impacts and therefore the development complies with draft City Plan HL9.

## **Sustainability**

### **Circular Economy**

393. London Plan Policy SI7 ('Reducing waste and supporting the circular economy') sets out a series of circular economy principles that major development proposals are expected to follow. The Local Plan Policies CS15 and DM 17.2

and the emerging City Plan 2040 Policy S16 set out the City's support for circular economy principles.

394. The London Plan Policy GG5 states that "Creating a low carbon circular economy, in which the greatest possible value is extracted from resources before they become waste, is not only socially and environmentally responsible, but will save money and limit the likelihood of environmental threats affecting London's future"
395. 'Circular economy' is defined within the London Plan's glossary as, "An economic model in which resources are kept in use at the highest level possible for as long as possible in order to maximise value and reduce waste, moving away from the traditional linear economic model of 'make, use, dispose'".

#### Development Proposal

396. The full extent of the tunnel network is proposed to be retained and refurbished (>90% of material retained). No.s 38-39 and 40-41 Furnival Street are proposed for demolition due to the practicalities of construction and challenges of plant arrangement. Further details are included under Carbon Options Appraisal below.
397. Fulwood Place (31-33 High Holborn, Camden) would require limited structural works at basement and ground level only to facilitate visitor access and the MEP strategy. The building will also be refurbished likely including minor upgrades to the façade (e.g. glazing replacement and draughtproofing).

#### Carbon Options Appraisal

398. In line with the CoL Carbon Options Guidance, the application includes a study of opportunities to retain and refurbish the buildings at no. 38-39 and 40-41 Furnival Street including a carbon assessment. The Carbon Option appraisal was subject to review by a third-party expert. The reviewer has confirmed that the optioneering has been carried out in compliance with the Carbon Options Guidance.
399. The demolition of No. 38-39 (ventilation building) is consistent across all three options. Due to access requirements (escape stairs, elevator upgrade, installing plant equipment) and the practicality of construction any retention was deemed unfeasible. Redevelopment of No. 38-39 would include: new three-level basement constructed, shaft enlarged down to tunnel entrance and superstructure rebuilt with one additional floor. Dependent on their condition, existing bricks and concrete louvres from 38-39 will be reused to rebuild the replacement.
400. No. 40-41 with its 7-storey concrete frame offers some retrofit potential. Three options were explored for 40-41 Furnival Street only:

### Option 1: Major refurbishment

401. All substructure and majority of superstructure retained. Openings created in level 5 slab to accommodate MEP. One additional floor added. Retained slabs, columns and possibly foundations strengthened to accommodate openings and increased loading.

Full Replacement and upgrade of existing façade system.

### Option 2: Major refurbishment with vertical extension

402. Substructure and ground to 3rd floors retained. Retained slabs, columns and possibly foundations strengthened to accommodate increased loading. Demolition of top 3 levels of superstructure. Replacement structure has no additional floors but greater height and more efficient space for MEP plant.

Full Replacement and upgrade of existing façade system.

403. **Option 3: Full demolition and redevelopment (Development proposal)** – Demolition and rebuild, including new three-storey basement. One-storey increase in height to no. 40-41.

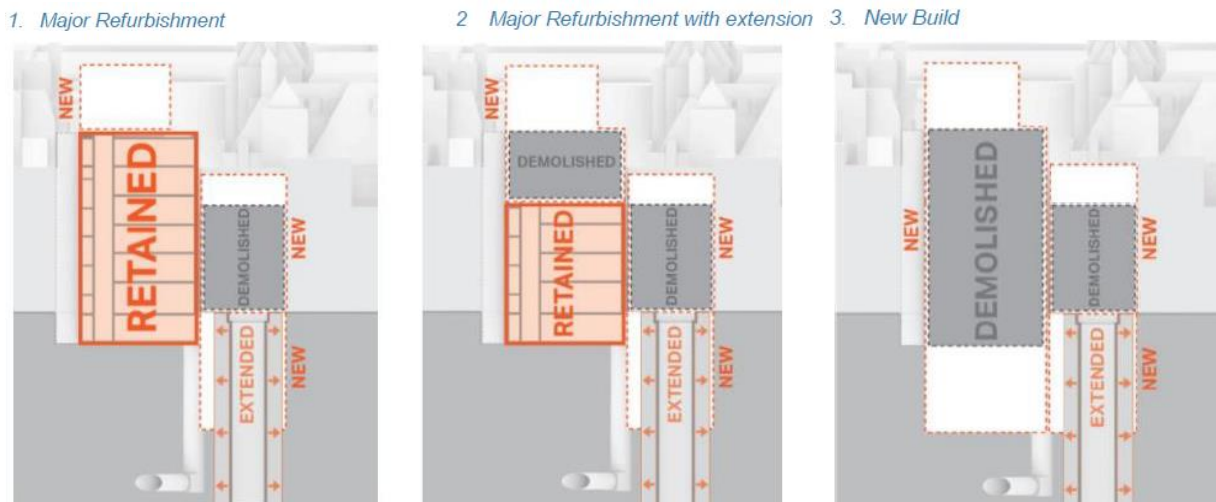


Figure 11. Optioneering

404. The subterranean nature of the tunnels and proposed cultural use with significant visitor numbers requires a significant size and quantity of plant equipment for ventilation and cooling. The existing floor to floor heights of no. 40-41 causes challenges with accommodating the plant. Some of the plant also requires access to fresh air and cannot be placed underground. Options 1 and 2 work within these constraints to propose feasible options which retain existing structure. As the

extent of demolition increases, improvements to system efficiencies are expected due to larger, more flexible plant area at street level.

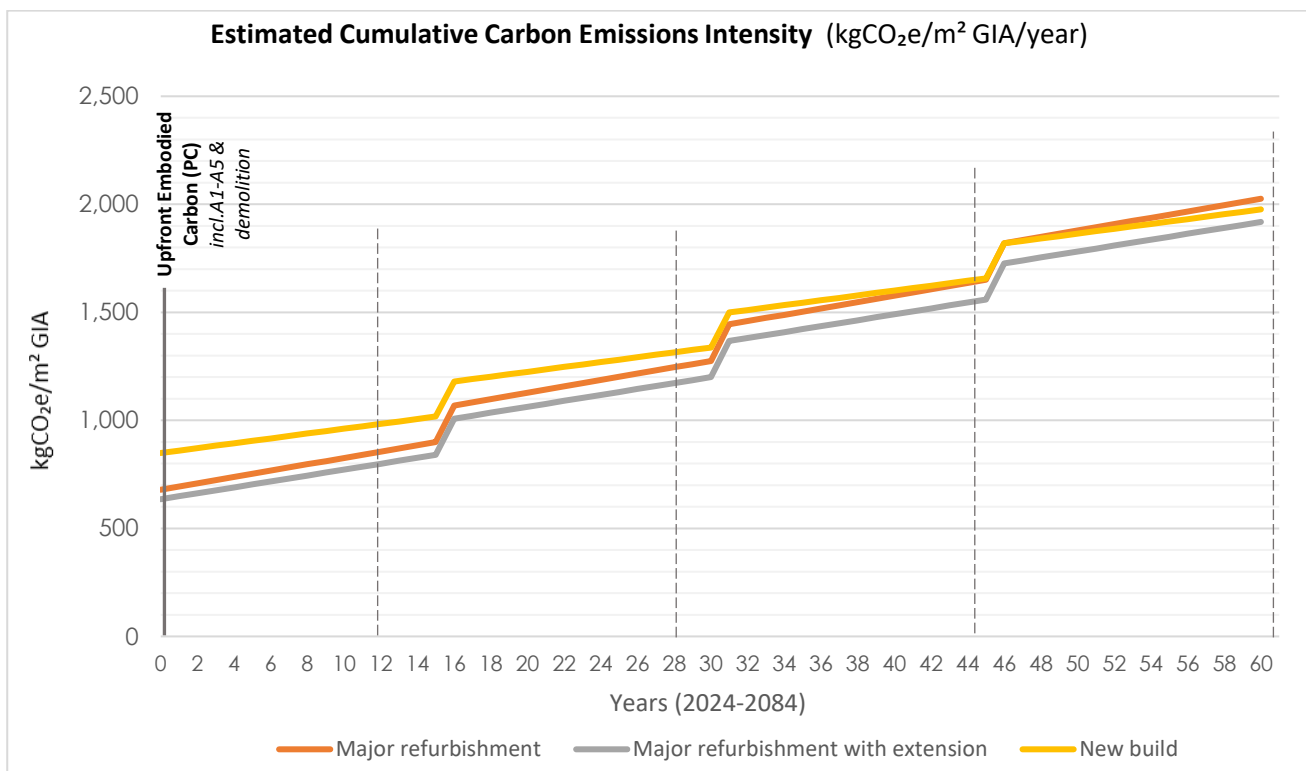
405. The appraisal of the three scenarios is underpinned by a quantitative assessment of whole life-cycle carbon emissions of each option. Quantitative results from the options appraisal for 40-41 Furnival Street only are set out in the table below.
406. The operational energy figure accounts for the Tunnels and Furnival Street energy use and is based on Category A fit-out which includes regulated emissions (heating, cooling, lighting) and fixed services (e.g. lifts) but does not include any tenant equipment such as audio-visual equipment.
407. The majority of energy consumption takes place in the tunnels; however the plant is predominantly located above ground in the Furnival Street buildings (with minor variation between options). The operational energy rate per m<sup>2</sup> is divided by the area (GIA, m<sup>2</sup>) of Furnival Street only in order to align with the embodied carbon figures which also apply to Furnival Street only.

**Table 7. Quantitative results from the options appraisal for 40-41 Furnival Street**

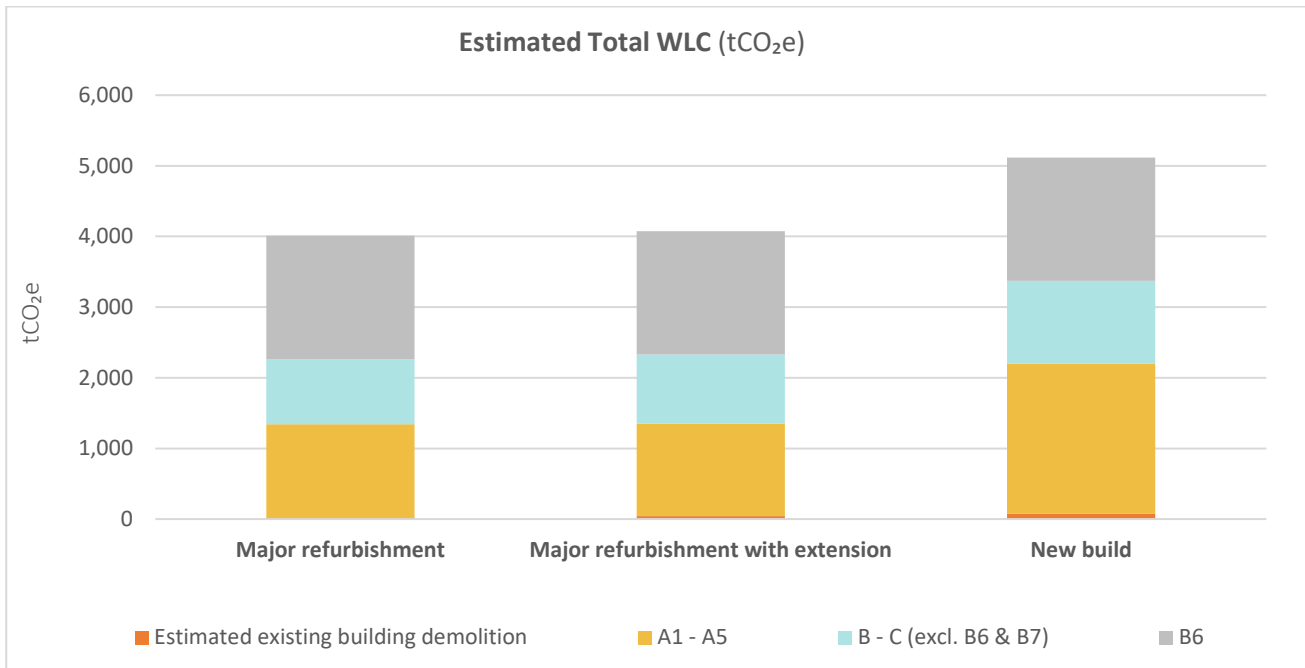
<b>Furnival Street Options</b>	<b>Option 1 Major refurbishment</b>	<b>Option 2 Major refurb with extension</b>	<b>Option 3 Redevelopment (Optioneering stage)</b>
1. Gross Internal area (GIA) m <sup>2</sup>	1979	2125	2589
2. Increase in GIA (over existing)	10%	35%	60%
3. Substructure % retained by mass	100%	100%	0%
4. Superstructure % retained by <u>area</u> (frame, upper floors, roof, stairs, ramps)	55%	35%	0
5. Upfront Embodied Carbon (A1-A5) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA) <i>exc. sequestration</i>	666	616	818
6. In-use & End of Life Embodied Carbon (B-C) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA) <i>excl. B6 &amp; B7</i>	464	461	453
7. Life-cycle Embodied Carbon (A1-A5, B1-B5, C1-C4) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA)	1,130	1,077	1,271
8. Fuel source	Electricity	Electricity	Electricity
9. Operational Energy Use (B6) of the Tunnels + Furnival St. (divided by GIAM <sup>2</sup> of Furnival St. only) (kWh/m <sup>2</sup> /yr GIA)	424	395	324
10. Estimated Whole Building Operational Carbon for	883	822	675



building lifetime (B6) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA)			
11. <b>Total WLC Intensity</b> (incl. B6 & pre-demolition) (kgCO <sub>2</sub> e/m <sup>2</sup> GIA) <i>Module B7 is not considered</i>	<b>2,026</b>	<b>1,918</b>	<b>1,977</b>
12. Upfront embodied carbon (A1-A5) (tCO <sub>2</sub> e)	1,318	1,309	2,118
13. In-use embodied carbon (B-C, excl. B6 & B7) (tCO <sub>2</sub> e)	918	980	1,173
14. Operational carbon for building lifetime (B6) Tunnels + Furnival St. (tCO <sub>2</sub> e)	1,747	1,748	1,746
15. <b>Total WLC</b> (incl. B6 and pre-demolition) (tCO <sub>2</sub> e) <i>Module B7 is not considered</i>	<b>4,009</b>	<b>4,077</b>	<b>5,117</b>



**Figure 12. Estimated Cumulative Carbon Emissions Intensity**



**Figure 13. Estimated Total WLC**

408. The study found marginal differences between the two refurbishment options. Option 2 is able to achieve better operational performance and reduced upfront emissions compared to Option 1 due to a more efficient spatial arrangement and structural grid and the significant strengthening work Option 1 would require to accommodate the MEP equipment.
409. Total upfront emissions increase by ~1,000,000 kgCO<sub>2</sub>e from Option 2 to Option 3. For Option 3, 8% of the total WLC emissions (393,528 kgCO<sub>2</sub>e) are attributed to the new substructure works (inc. 3 basement levels).
410. Option 2 and 3 include capacity for additional sustainability benefits such as a blue roof which allows water retention and an amenity terrace with greening for the staff.
411. The new build option was chosen as the preferred option based on overall benefits including “constructability, maintenance and space utilisation.” Fitting the required plant within the existing structure of 40-41 Furnival St. is complicated, in part due to restricted floor heights, and would require strengthening works which have an associated carbon impact. As new build area increases operational performance is also predicted to improve as plant specification/layout can be optimised. The new build option offers the greatest increase in floor area which allows the most flexibility in spatial design terms and improved facilities including:
- a) Improved accessibility and public realm

- b) Larger area of amenity terrace for staff and additional greening
- c) Increased plant space which;
  - simplifies provision of future heat network connection
  - improves smoke management and stair pressurisation increasing potential visitor capacity.

#### Development Proposal

- 412. The Circular Economy Statement (CES) submitted describes the strategic approach to the incorporation of circularity principles and actions according to the GLA Circular Economy Guidance.
- 413. Approximately 90% of the existing site (by area), including the entire tunnel network will be retained. 31-33 High Holborn (Camden) will be largely retained. The Tunnels are being refurbished and adapted to offer an adaptable and flexible space for future occupants.
- 414. Outline proposals for incorporating circular economy principles:
  - All internal partitions (other than fire lobbies) can be dismantled and altered for future adaptation
  - Materials used will be high quality and high durability to ensure long service life and minimise the impact of replacement with new Tunnels / shaft linings designed for a 120-year design life.
  - Various building elements, including lifts, glass balustrades, façades, and steel frames, have been designed for disassembly and recycling
  - Services are designed for ease of maintenance and replacement. Demountable sections have been incorporated into the glass block façade for plant replacement.
  - Generally, all MEP items can be de-commissioned and removed for re-use or recycling. Ductwork will be installed with flanges and pipework which will aid in the deconstruction
  - Steel frames supporting the first-floor gallery, spiral stair and façade at Furnival Street can be adapted, strengthened, or finally deconstructed and reused, if necessary in future.
  - Where possible, precast reinforced concrete elements (likely to include walls, infill panels and Tunnels lining structure) will be discussed with the contractor at the next stage. These can be prefabricated off site reducing waste and emissions.
- 415. Figure 2 of the Circular Economy Statement summarises a list of circular economy commitments/approaches as follows:

- a) The development aspires to achieve the GLA recommended target of minimum 20% of all new material being reused/recycled content by value.
  - b) Specific materials targets for investigation at developed design stage:
    - 20% of new materials used should contain reused/recycled content by value (as per GLA recommended target)
    - 25% GGBS in concrete
    - 20% recycled content in steel
    - 60% recycled content in plasterboard
    - 97% recycled content in rebar
    - 35% recycled content in aluminium
    - Materials from suppliers who participate is responsible sourcing
  - c) schemes such as the BRE BES 6001:2008 Responsible Sourcing Standard will be prioritised.
  - d) Exploring prefabricated and modular design options throughout the detailed design phase to minimise construction waste; specifically, precast reinforced concrete (RC) elements, including walls, infill panels, and the Tunnels lining structure.
416. A pre-demolition and retrofit audit was undertaken to assess which materials can be re-used or recycled in order to retain maximum value and advise on material recovery strategies.
417. Total demolition waste forecast is 36,257 Tonnes of with an estimated recovery rate (reuse/recycling) of circa 95%. Concrete that will be crushed accounts for 90% of total waste by weight. Plant equipment, furniture and Bakelite have been designated for possible reuse with all other items proposed for recycling at a raw material level. Further details will be provided at detailed design stage.
418. The 'material recovery options' table indicates how materials will be segregated and which will be sent to specialist recyclers for further processing. The development will submit a Waste Management Plan and advise the contractor of the targets to be achieved.
419. A number of specific elements have been earmarked for reuse, depending on their condition:
- cast iron shaft rings repurposed as lift shaft cladding
  - shaft linings will be reused as architectural elements lining the new stair and lift shaft.
  - Brickwork and concrete louvres to rebuild 39 Furnival St.

420. Updates to the detailed Circular Economy Statement are required by condition, prior to commencement (excluding demolition), and post completion, in line with the Mayor’s guidance on Circular Economy Assessments. The statement is to include details of elements recovered for reuse on/off site and the demountable internal partitions.

### BREEAM

421. Emerging City Plan 2040 Policy DE1: Sustainability Standards requires proposals for major development to achieve a minimum BREEAM rating of “Excellent” (70% of credits) and aim for “Outstanding” (80% of credits) against the current, relevant BREEAM criteria at the time of application, obtaining maximum credits for the City’s priorities (energy, water, pollution, and materials) as well as the climate resilience credit in the Waste category.
422. Given the specific nature of the development and following discussion with CoL officers and BREEAM the assessment type selected is: BREEAM Non-Domestic Refurbishment and Fit Out 2014 Bespoke.
423. The development is targeting a high-scoring ‘Very Good’ rating, which does not meet City Plan policy of minimum ‘Excellent’. The pre-assessment results show a target score of 67% and a potential score of 81% (Outstanding) if all the additional credits identified were achieved. This demonstrates good scope to achieve an ‘Excellent’ rating as a minimum. Options for additional credits are to be incorporated into the project cost plan to assess the costs required to achieve an ‘Excellent’ rating.
424. Pre-assessment results show the development to be on track to achieve high credits in the Water category and moderate credits in the Energy, Materials and Pollution categories.
425. A post construction BREEAM assessment is required by condition.

### Whole Life-Cycle carbon emissions

#### Policy and guidance

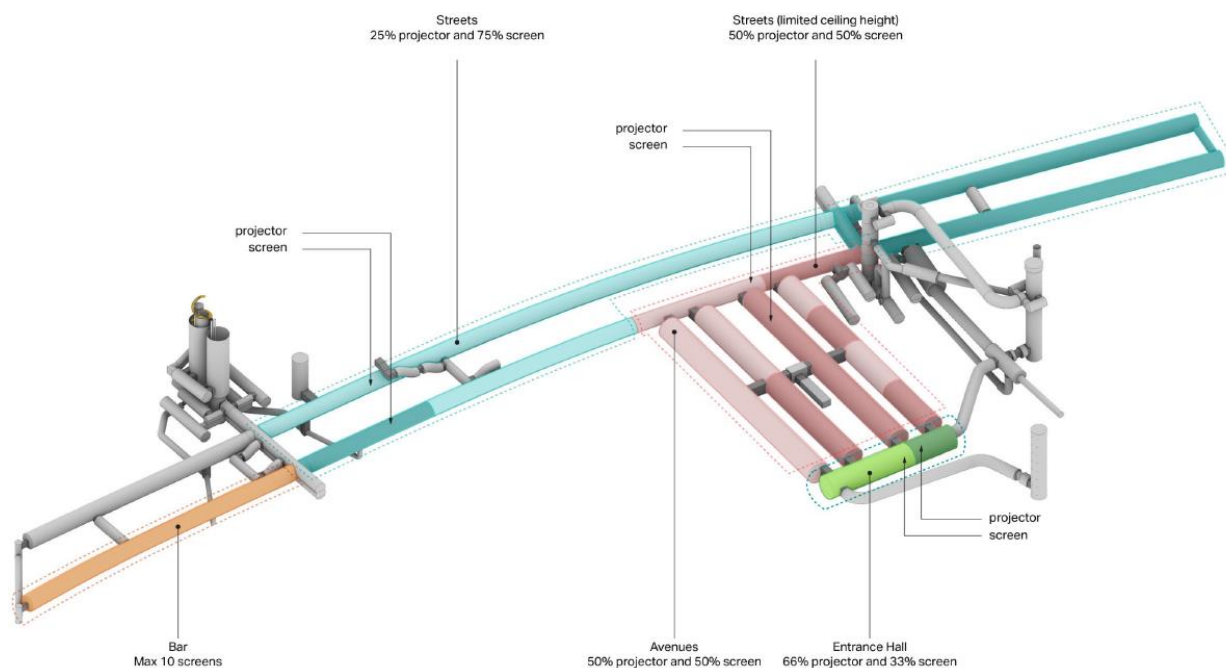
426. London Plan Policy SI 2 (Minimising greenhouse gas emissions) requires applicants for development proposals referable to the Mayor (and encourages the same for all major development proposals) to submit a Whole Life-Cycle Carbon assessment (WLCA). The assessment captures a building’s operational carbon emissions (from regulated and unregulated energy use), as well as embodied carbon emissions, (i.e. those associated with raw material extraction, manufacture and transport of building materials and construction) and emissions associated with maintenance, repair, and replacement as well as dismantling, demolition and eventual material disposal. The Circular Economy strategy is therefore closely interlinked, addressing reuse and

recycling of existing buildings and materials, as well as the longevity, flexibility, and adaptability of the design proposal.

427. Core Strategic Policy CS15 of the City’s Local Plan requires “*all redevelopment proposals to demonstrate the highest feasible and viable sustainability standards in the design, construction, operation and “end of life” phases of development.*”

The application proposal:

428. Approximately 75% of the proposed development by floor area (GIA) is made up of retained existing entities (all tunnels, shafts and 31-33 Holborn buildings), whilst the other 25% (Furnival St) is new build.
429. The proposed change of use would transform the Tunnels into a cultural venue with the exhibition divided broadly into two key components – a permanent historical section occupying the ‘Streets’ tunnels and a flexible digital component located in the ‘Avenues’. Within the flexible avenues spaces innovative digital led experiences will be developed, sometimes combined with physical installations. These experiences will be short to medium term exhibitions and one-off events. Detailed exhibition content would be developed during the refurbishment period. The DAS describes the proposal as follows: *The seamless integration of state-of-the-art audio-visual technology will form a key element in the delivery of a successful immersive and interactive visitor experience, with a combination of LED screens, projectors and advanced sound system technology built to create best in class immersive experiences.*



**Figure 14. Indicative projectors in the tunnels**

430. The WLCA lays out three potential fit-out scenarios based on differing extents of audio-visual (AV) equipment (indicative final fit-out designs) which result in a very wide range for both embodied and operational carbon emissions. The extent of AV will depend on the museum operator and programme of temporary (short or medium term) exhibitions and special events, changing throughout the year. The WLCA and Energy Statement have been based on the medium use scenario.

**Table. 8. Implications of different Scenarios**

Scenario	Summary	Implications
Low	Base building/CAT A design (inc. heating, cooling, ventilation, lighting and fixed energy loads such as lifts) operating with anticipated occupancy and opening hours but only limited audio-visual (AV) equipment installed.	Includes audio-visual and other equipment for the Heritage Museum in the Streets, and the Bar, and limited use of projectors in the Avenues. Many of the cultural use scenarios fall in this category.
Medium	Base building plus a mix of low energy AV systems including some LED screens and high-fidelity projectors. Based on anticipated occupancy and opening hours. Improved HVAC efficiencies due to equipment running at part load and the use of cooling from ambient air temperatures.	Balanced use of projector technology and LED. Includes higher LED loads including music events or immersion visual experience, set out in the Cultural Plan, but does not include the full extent of AV provision allowed for the highest case. This is a conservative position that allows much cultural flexibility.
High	Based on anticipated occupancy and opening hours. Base building plus, a higher amount of AV equipment with a high proportion of LED screens.	The Highest case relates to the possible installation of a fully immersive LED solution installed in up to 50% of the surface area of the Avenues. This level of energy use may happen for some cultural installations but is not expected to be applied for long periods of time.

The table below provides a breakdown of screen area and number of projectors by area for each scenario.

	Low scenario		Medium scenario		High scenario	
	Screen area (m2)	No. of projectors	Screen area (m2)	No. of projectors	Screen area (m2)	No. of projectors
Entrance Hall	0	1	102	12	204	23
Avenues	0	10	1104	63	2208	126
Streets	0	10	788	33	1575	33
<b>Total</b>	<b>0</b>	<b>21</b>	<b>1994</b>	<b>108</b>	<b>3987</b>	<b>182</b>

The table below shows a comparison of upfront and total WLC carbon figures by scenario and with GLA Retail Benchmarks.

TOTAL kg CO <sub>2</sub> e/m <sup>2</sup> GIA	Module A1-A5 (Excluding Sequestered Carbon)	Modules B-C (Excluding B6 & B7)	Modules A-C (Excluding B6 & B7; Including Sequestered Carbon)
Low Scenario	581	380	961
Medium Scenario	745	914	1,652
High Scenario	906	1,427	2,333
GLA Benchmark	<850	<200	<1050
GLA Aspirational Benchmark	<550	<140	<690

431. Total embodied WLC emissions per m2 for Medium and High scenarios are substantially higher than the GLA Retail Benchmarks. It is noted that retail benchmarks are not representative of this unique development but are considered the most relevant by the applicant and agreed by the 3rd party reviewer of the WLCA.
432. The detailed WLC and energy assessments are based on the medium scenario. The final fit-out is currently uncertain but will be developed throughout the detailed design stages and finalised once museum operators are on board. A detailed whole life-cycle carbon assessment confirming the proposed fit-out plan including quantities of audio-visual equipment and predicted frequency of events or special exhibitions as well as the associated carbon impacts is required by pre-commencement (exc. demolition) condition.



**Table 9. Life-cycle carbon emissions by module based on the medium scenario.**

Estimated Whole Life Carbon Emissions (over 60-year lifespan)	Upfront Embodied Carbon (A1-A5 excl. sequestered carbon)	Total embodied Carbon (A-C excl. B6-B7; incl. sequestered carbon)	Module B1-B5	Whole Building Operational carbon (B6-B7)	Total Whole Life Carbon (inc. B6)
Development Total (kg CO2e)	7,911,775	17,554,764	9,087,567	11,582,588	29,137,352
Total per m2 (kg CO2e/m2 GIA)	745	1,652	855	1,090	2,742

433. Total WLC emissions (embodied and operational) are estimated at 29,137,352 kgCO2e.
434. Embodied carbon emissions total 17,554,764 kgCO2e with MEP equipment accounting for approximately 70% (~15% is typical for an office scheme according to research by LETI). Two-thirds of those embodied emissions from MEP are attributed to maintenance and replacement.
435. The sustainability consultants included an estimated embodied carbon comparison with the Museum of London and Liverpool Everyman Theatre to provide context with buildings of a more similar programme to the proposed development. A comparison of operational emissions was not provided.

**Table 10. Estimated embodied carbon comparisons**

	London Tunnels Medium Scenario	Museum of London	Liverpool Everyman Theatre
<b>Year</b>	2029	2026	2013
<b>Size (m2 GIA)</b>	10,625	49,996	4,690
<b>Visitors/year</b>	2,000,000 (target)	2,000,000 (target)	120,000 (actual)
<b>Embodied carbon (A-C) total (kgCO2e)</b>	17,555,000	29,997,000	4,845,000
<b>Embodied carbon per m2 over 60-year period (kgCO2e)</b>	1,652	600	1,033
<b>Embodied carbon per visitor over 60-year period (kgCO2e)</b>	146	250	670

436. The Tunnels has the highest embodied carbon ‘intensity’ (rate per m2) of the venues assessed. The underground nature and elongated form of the tunnel

network naturally requires extensive ventilation/cooling and long servicing runs in order to be made into a viable tourist attraction. The comparison table shows that if these venues attract (close to) their target (or actual) visitor numbers then over a 60-year period the Tunnels attraction would have a lower embodied carbon cost per capita than these other indicative cultural venues. The embodied carbon cost (per capita) for the tunnels becomes less than the Museum of London after around 35 years.

#### Furnival Street New structure

437. A variety of structural systems were considered during design phase table and evaluated against project brief, architectural design intent, programme, sustainability, and cost. Relative carbon intensity was assessed at high-level based on previous experience. The primary system chosen is a concrete frame with post-tensioned concrete slabs. Steel and CLT options were discounted before carbon and detailed structural design was undertaken as they cannot achieve the architectural intent for structural floor zone and spans. The choice is justified by the intention to allow greatest flexibility in floor space and plant equipment layout.
438. The strategy to minimise embodied carbon includes the following measures:
- Hybrid elements of structure with a variety of structural framing and floor plate types has been proposed to optimise efficiency based on parameters such as loading requirements
  - Prioritisation of prefabricated elements, likely to include walls, infill panels and tunnel lining structure, to minimise material use and thereby reduce construction waste and carbon emissions
  - Floor load allowance to be refined following clarification of MEP plant in next stage. To avoid overspecification of predicted loads;
  - Post-tensioned system reduces slab thickness and requirement for beams
  - Refrigerant specified for cooling system has very low global warming potential of <1 – a negligible effect on global warming
439. The design and specifications will ensure that environmentally sensitive (non-toxic) building materials are used throughout. Specifically, the design and specification of materials used internally will be based on the use of products that contain low levels of or no Volatile Organic Compounds (VOCs). This is important for health and wellbeing as well as carbon reduction.
440. Design optimisations will be explored at detailed design stage to reduce carbon emissions including:
- Further reduction of superstructure PT slab thickness
  - Non-metallic ductwork
  - Alternative chilled ceilings

- Potential to source reused steel sections
- Reclaimed raised access flooring.

### Operational energy strategy and carbon emissions

#### Policy and Guidance

441. London Plan Policy SI 2 Minimising greenhouse gas emissions sets out how major developments should be net-zero carbon by “reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:
- be lean: use less energy and manage demand during operation
  - be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
  - be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
  - be seen: monitor, verify and report on energy performance”
442. Policy SI2 also states that “Major development proposals **should calculate and minimise carbon emissions** from any other part of the development, **including plant or equipment, that are not covered by Building Regulations, i.e. unregulated emissions.**” [emphasis added]
443. Development Clause 9.9.2 expands on the priority of the energy hierarchy which is to “**minimise energy demand, and then address how energy will be supplied and renewable technologies incorporated. An important aspect of managing demand will be to reduce peak energy loadings.**” [emphasis added].
444. London Plan Policy SI4 Managing Heat Risk states that Development should minimise adverse impacts on the urban heat island through design, layout, orientation, materials, and the incorporation of green infrastructure. Through an energy strategy, development should demonstrate how they will reduce internal overheating and reliance on air conditioning systems in accordance with the cooling hierarchy.

#### Application proposal:

445. For the medium scenario, total operational carbon emissions (B6 & B7) are calculated at 11,582,588 kgCO<sub>2</sub>e or 1090kgCO<sub>2</sub>e/m<sup>2</sup> - about 40% of total WLC emissions.
446. The proposed development employs a highly efficient and fully electric HVAC system of air source heat pumps, cooling towers, and water-cooled chillers with heat recovery, which help reduce carbon emissions.

447. Avenues and Streets supplied with minimum fresh air via combined general ventilation and smoke control ductwork. Duct sizes are minimised to the smoke requirement to save material and embodied carbon and CO2 control in air handling units and Avenue zones help minimise energy consumption.
448. The operational energy of the proposed development is affected significantly by the final fit-out and specific equipment associated with exhibitions/events as demonstrated in the Low, Medium, and High scenarios set out above.
449. Audio-visual equipment has a very significant impact on energy consumption for the building. Compared with the base building adding projectors across the Avenues, Streets and Entrance Hall leads to an increase in annual energy consumption of 188% from 67 kWh/m<sup>2</sup> to 126 kWh/m<sup>2</sup>. This shift also increases the cooling demand by over 700%.
450. The adopted GLA energy assessment guidance (2022) requires developments to calculate *Energy Use Intensity* (EUI), a measure of total energy consumed in a building annually including regulated and unregulated energy use, as well as the space heating demand. For offices, the GLA sets a target EUI of 55 kWh/m<sup>2</sup>(GIA)/year, and a space heating demand of 15 kWh/m<sup>2</sup>(GIA)/year whilst the UKGBC target is 90 kWh/m<sup>2</sup>/year. As there are no industry targets for cultural buildings and given the unique nature of the Tunnels, these targets is for guidance only.

*Table comparing estimated annual energy use intensity for the proposal scenarios with office targets.*

	Office Targets					
	Low scenario	Medium scenario	High scenario	GLA Target	UKGBC target 2025-30	UKGBC target 2030-35
Whole building energy intensity kWh/m <sup>2</sup> GIA	67	126	191	55	115	90

451. The current anticipated competition date for the Tunnels is 2029. Against the 2025-30 target, the EUI for the medium and high scenarios is 10 and 66% higher respectively. Against the 2030-35 target, the medium and high scenarios are 40% and 112% higher respectively.
452. The Tunnels have low heating loads due to the insulation/thermal mass provided by the surrounding soil. Cooling demand for the site is predicted to be very high due to large visitor numbers and intensive AV equipment in a confined environment. The maximum predicted cooling load is 1.8MW.

453. The following strategy has been designed to optimise cooling delivery and minimise waste heat rejection (impact on the local heat island) but there is a significant embodied carbon footprint associated with the extent of plant required:
- Heat recovery has been implemented wherever possible to minimise heat rejected and improve system efficiencies.
  - Heat is rejected by highly efficient cooling towers and water source chillers, circulating chilled water
  - Chilled water panels located throughout the ‘avenue’ and streets’ tunnels absorb heat locally helping to capture heat from equipment such as screens and projectors.
  - The inclusion of chilled panels enables cooling during unoccupied hours using only the cooling towers, avoiding energy usage associated with operating the chillers.
  - Rejected heat from the Tunnels will be able to pre-heat air in order to heat above ground areas of the building and provide hot water.
454. The application proposal has been designed to achieve an overall 41.4% reduction in regulated emissions compared to the notional existing building based on GLA energy guidance, meeting the London Plan requirement of 35% minimum on site.
455. The proposal does not meet the GLA requirement for net zero carbon, so a carbon offset payment is required. This has been provisionally calculated based on the medium scenario as £123,951. An updated energy assessment based on fit-out with a high level of AV equipment should be undertaken prior to occupation and the offset payment calculated accordingly. The energy statement should be secured under condition. The payment should be secured through S106 agreement.
456. A S106 clause will be included requiring reconfirmation of this energy strategy approach at completion stage and carbon offsetting contribution to account for any shortfall against London Plan targets, for the completed building. There will also be a requirement to monitor and report the post construction energy performance to ensure that actual operational performance is in line with GLA’s zero carbon target in the London Plan.

*Be Lean*

457. The first step of the energy hierarchy is to reduce demand through energy efficiency measures. The majority of the development utilises existing buildings. Due to the existing heritage of the projects, has not been possible to update the material in the actual Tunnels however these already benefit from the insulation provided by the soil surrounding the structure.

458. At application stage, the proposed energy demand reduction strategy ('be lean') only achieves an operational saving of 0.3%, well below the 15% GLA requirement for commercial buildings.
459. This is due largely to the nature of the tunnels (subterranean, long, enclosed spaces), combined with the operational requirements of the proposed change of use to museum/event space – high visitor numbers and AV equipment requiring ventilation and cooling.
460. The energy efficiency measures proposed exceed minimum building regulation requirements and include:
- Highly efficient building fabric at Furnival Street
  - Centralised ventilation with heat recovery
  - All spaces will include 100% low energy lighting with lighting controls/sensors
  - Smart control systems and building management system to ensure efficient control and monitoring of MEP services to minimise energy waste.

*Be Clean*

461. The applicant team has consulted with the local heat network operator (Citigen). At present there is no heat network infrastructure planned for the area. In accordance with GLA guidance a low temperature hot water system has been specified and the plant room designed to facilitate heat network connection in future. Evidence of provision for connection to a future heat network is required by an obligation.
462. Utilising waste heat through connection to a heat network, direct transmission to a nearby building or otherwise, is key to reducing the environmental impact of the proposed development. An obligation is to be included which requires the development to thoroughly explore possible options for beneficial rejection of waste heat.

*Be Green*

463. The proposed development employs a fully electric HVAC strategy using highly efficient air source heat pumps and water-cooled chillers which help reduce carbon emissions.
464. Potential for roof mounted PV at Furnival Street was assessed but roof area is limited. The largest area is occupied by plant which requires ventilation so cannot accept PVs above. The other roof area has been prioritised as a staff amenity terrace as the only outside space available on the site.

**Table 4-3 – Regulated Carbon Dioxide Savings from Each Stage of The Energy Hierarchy (SAP10.2 Carbon Factors)**

Total	Furnival Street (New Build)	31-33 High Holborn (Existing Build)	Kingsway Tunnels (Existing Build)	Site Wide		
	Regulated Emissions (Tonnes)	Regulated Emissions (Tonnes)	Regulated Emissions (Tonnes)	Regulated Emissions (Tonnes)	Unregulated Emissions (Tonnes)	% Reduction in Regulated Carbon Emissions
Baseline emissions (Tonnes CO <sub>2</sub> )	1.1	3.8	69.4	74.2	22.8	-
Be Lean: Emissions after energy demand reduction (Tonnes CO <sub>2</sub> )*	1.0	3.9	69.1	74.0	22.8	0.30%
Be Clean: Emissions after energy efficient supply (Tonnes CO <sub>2</sub> )*	1.0	3.9	69.1	74.0	22.8	0.3%
Be Green: Emissions after renewable energy (Tonnes CO <sub>2</sub> )	0.5	3.6	39.4	43.5	22.8	41.4%

465. A detailed Whole Life-Cycle carbon assessment incorporating improvements achieved through the detailed design stage, and a confirmation of the post-construction results are required by conditions.

Urban Greening and Biodiversity

466. Local Plan Policy DM19.2 promotes Urban Greening and Biodiversity, DM 10.2 (Design of green roofs and walls) and 10.3 (Roof gardens and terraces) encourages high quality roof gardens and terraces.
467. The existing site has negligible ecological value. The proposal provides greening at roof level, on the staff terrace and plant room roofs, and a green wall on the south façade of 40-41 Furnival Street. At level 4, a planting palette of flower rich perennial planting, including small trees/shrubs and climbers, at level 5, an intensive roof sown with a wildflower seed mix with plug planting. These measures will improve public realm quality and achieving a UGF of 0.135.
468. Project constraints make it difficult to achieve the recommended UGF of 0.3;
- Proposed development is predominantly underground

- Constrained form, in part due to rights of light envelope, provides limited area to provide more greenery without away from the only outdoor space available for the staff.

<b>Proposed Roofs</b>	
Extensive Green Roof Area	31.2 m <sup>2</sup>
Intensive Green Roof Area	24 m <sup>2</sup>
Green wall	13.5 m <sup>2</sup>
Blue Roof Available Attenuation Volume	4.9 m <sup>3</sup>
Rainwater harvesting tank	8 m <sup>3</sup>
Photovoltaic Panels	None

469. Details of the quality and maintenance of the proposed urban greening are required by conditions (1. Rainwater attenuation and biodiversity, 2. Visual amenity).

#### Climate Change Resilience

##### *Water resources*

470. The development incorporates best practice technologies to limit its water consumption to a minimum. Including:
- Water leak detection and automatic shut off valves
  - Water efficient / low flow sanitary fittings
  - Rainwater harvesting for irrigation/WC flushing

##### *Flood Risk, Water Management and Drainage*

471. The GLA's London Plan 2021 Policy SI 12 gives specific guidance on the provision of flood resilience which is relevant to this development with Policy SI 13 noting that developments should aim to achieve greenfield runoff rates and ensure run-off is managed as close to the source as possible.
472. Local Plan 2015 policy CS18 seeks to “reduce the risk of flooding from surface water throughout the City, by ensuring the development proposals minimise water use, reduce demands on the combined surface water sewer and sewerage network”. The use of Sustainable Drainage Systems (SuDS) is supported by Local Plan policy CS18 and policy CR3 of the draft City Plan 2040.
473. The submitted Flood Risk Assessment identifies the site as lying in Flood Zone 1 (an area of very low flood risk). As such the application site is at low risk of fluvial and tidal flooding. The risks of groundwater flooding are also considered to be low, however, given the subterranean nature of the tunnels appropriate



waterproofing and underfloor drainage and pump systems are proposed to collect any remaining seepage and redirect it to the public sewer system.

474. The proposed drainage strategy includes capturing rainwater landing on roof levels and remaining impermeable areas and directing this to the blue roof system or via downpipes/pipe network to storage systems (tanks) before being discharged to the existing combined public sewer in Furnival Street. Systems have been sized to accommodate the 1 in 100-year storm rainfall event with a 40% additional allowance for climate change.
475. The proposed maximum discharge rate from the Proposed Development is 1.5 l/s, which is as close as technically feasible to greenfield run-off rates given the nature of the development and offers a significant betterment on existing pre-development run-off rates.
476. The Lead Local Flood Authority and Thames Water have been consulted and recommended conditions and informatives are to be attached.
477. The proposed Flood Risk and SUDS strategy would accord with policies CS18 of the Local Plan 2015, S15, CR2 and CR3 of the draft City Plan 2040 and policies S112 of the London Plan.
478. Although the likelihood of flooding is considered low for the development, the consequences of flooding in the Tunnels is high so the following are considered:
- Appropriate waterproofing measures should be deployed to manage risk of groundwater seepage.
  - Any routes for surface water ingress to the Tunnels (i.e. via the shafts) are protected by finished floor levels that rise to a minimum of 150mm above adjacent street levels;
  - Where practicable, all electrical and life safety infrastructure is provided a minimum of 300mm above finished floor levels, or where not practicable, equipment is designed to be flood resilient;
479. A Flood Evacuation Plan was submitted over the course of the application which has been reviewed by CoL Environmental Resilience Officer. The proposed egress and access routes both internal and external, have been identified go through unflooded areas in compliance with CoL Flood Emergency Plans for New Developments Planning Advice Note (June 2020). The site is low flood risk and the possible flooding mechanism of the tunnel (groundwater and burst watermains) fall into residual risk (i.e. it is defended against and will only result if those defences fail). The two routes with distinct exit points helps to mitigate this risk yet further. Officers would therefore consider this development to meet the policy in this area (flood egress and access). Further

details would be required to be provided in the AMP under Section 106, to ensure safe egress of all groups of people is being considered.

#### *Heat Stress*

- 480. Policy SI 4 of The London Plan (2021) states that major development proposals should reduce potential overheating, and reliance on air-conditioning systems, and demonstrate this in accordance with its cooling hierarchy.
- 481. The most prescient risks to the building of these changes are overheating, and increased cooling demands & costs. Thermal modelling has been carried out as part of the design process to ensure the impacts of these heightened temperatures can be managed and minimised.
- 482. 100% low energy LED lighting will reduce internal heat gains whilst an efficient water-cooled system allows mitigation of overheating space. All electric cooling plant minimises carbon impact of additional cooling requirement.

#### *Urban Heat Island*

- 483. All air handling systems will be equipped with heat recovery systems to reduce the amount of heat expelled to the external environment.
- 484. Water Greening on the Furnival Street terrace will contribute to a reduction in the heat island effect as plants mitigate retention of heat.

#### *Natural Capital and Pest & Diseases*

- 485. Overall, this development includes a range of measures which will improve its resilience to climate change. Details of these measures will determine how effectively the building performs in coming decades, with detailed modelling and planting plans required by conditions including comparison against the UK Climate Projections UKCP18 to 2080 (tools and data that show how the UK climate may change in the future, based on potential emissions scenarios).
- 486. Prior to the commencement of the development (other than demolition) a Climate Change Resilience Sustainability Statement (CCRSS) shall be submitted to and approved in writing by the Local Planning Authority, that demonstrates how the development will be resilient and adaptable to predicted climate conditions during the lifetime of the development. This condition may be fulfilled by a satisfactory assessment in support of the BREEAM Wst 05 credit.

#### Conclusion on Sustainability

- 487. The City of London Climate Action Strategy supports the delivery of a net zero, climate resilient City. The agreed actions applicable to the planning process

relate to the development of a renewable energy strategy in the Square Mile, to the embedding of carbon analysis, circular economy principles and climate resilience measures into development proposals and to the promotion of green spaces and urban greening as natural carbon sinks. The Local Plan policies require developments to demonstrate highest feasible and viable sustainability standards in the design, construction, operation, and end of life phases of development as well as minimising waste, incorporating climate change adaptation measures and urban greening, and promoting biodiversity and overall wellbeing.

488. Demolition of both buildings on Furnival Street is deemed acceptable, justified by the practical constraints of the construction process, achieving greater access to the Tunnel network (for visitors and equipment) and the greater servicing efficiencies which can be achieved through the size/layout of a new build.
489. The whole life-cycle carbon assessment sets out the large, embodied carbon cost of the refurbishment and fit-out works as well as plant replacement over life-cycle period of 60 years. High energy and cooling demand are driven by high visitor numbers and extensive AV equipment proposals. However, a highly efficient, water-based and localised cooling system with heat recovery has been designed to manage overheating within the tunnel network and reduce operational energy.
490. The London Tunnels proposal offers a unique visitors attraction in a strategic location for a new cultural offering. The scheme would bring an underutilised piece of historic infrastructure with a storied past into public use, bringing economic benefits to the area. The change of use of deep level tunnels designed for emergency shelter and secure telecommunication to a cultural exhibition and event space offering an immersive audio-visual experience is technically challenging and requires an extensive amount of MEP equipment to accommodate the high visitor numbers targeted/anticipated.

### **Security**

491. London Plan Policy D11 requires consultation with the City of London Police to identify the community safety needs and maintain safe and secure environments. Local Plan Policy CS3 and Emerging Policy S2 highlight the needs for the City to be secure from crime, disorder and terrorism thereby increasing public and corporate confidence in the city's role as the world's leading international financial and business centre.
492. Concerns have been raised by residents regarding the security and safety impacts of the proposed development.

493. A Security report has been prepared and submitted as part of this application. The Security Strategy focuses on internal attacks in the tunnels and proposes mitigation measures such as the introduction of a bag scanning and searching system at check-in of visitors. All visitors would be required to pre-book their visit, with information provided at the booking regarding the security process and a list of prohibited items. Locker rooms would be available at ground level, before entering the exhibition space, where visitors would lock their personal staff that cannot be carried inside the tunnels. A grouping system would be adopted to control visitors journey and access to spaces. Video Surveillance Systems (VSS) will monitor the site through Security Control Room (SCR). It is not anticipated to have people queuing outside the building and therefore Hostile Vehicle Mitigation (HVM) has not been proposed for implementation.
494. Visits to the bar would be also pre-booked. The bar is only accessible via Fulwood Place, the secondary entrance in Camden, where security control would be in place. Access from the bar to any other areas of the tunnels would not be available outside of the exhibition spaces operational hours.
495. City Police and Counter-Terrorism Security Advisers have reviewed the information provided and have made a number of recommendations to prevent potential attacks on site with advice given for ongoing consultation with them as the plans for the site develop. Officers consider that the application complies with London Plan Policy D11, Local Plan Policy CS3 and Emerging Policy S2. Recommendations for Operational and Events Management Plan have been made, including crowd management, dispersal, levels and system of control on site that would help prevent antisocial behaviour, to be secured via Section 106. Informatives have been also recommended for the continuous involvement of the City Police and CTSA at the detailed design stage of the scheme.

### **Suicide Prevention**

496. Local Plan policy CS3 requires that security and safety measures are of an appropriate high-quality design. The City Corporation has recently adopted the Planning Advice Note "Preventing Suicide from High Rise Buildings and Structures" (2022) which advises developments to ensure the risk of suicide is minimized through appropriate design features. These features could include planting near the edges of balconies and terraces, as well as erecting balustrades.
497. Policy DE4 of the draft submission City Plan 2040 advises that appropriate safety measures should be included in high-rise buildings, to prevent people from jumping or falling.
498. The proposal includes a roof terrace at level four, which would only be accessible to staff working on-site.

499. The Design and Access Statement confirms that the roof terrace has been designed in line with the adopted Advice Note with the provision of a balustrade of 1.4m in height to the perimeter of the terrace, exceeding the 1.1m required by building regulations and in line with the 1.4m suggested by the Planning Advice Note. Perimeter planters are also proposed to be embedded in the floor to restrict and deter access to the boundary of the useable terrace.
500. The terrace would not be accessible to any member of the public which provides a more controlled use of the outdoor space. However, a condition has been recommended for details of suicide prevention measures to be submitted and approved by the City prior to the first occupation of the building.
501. The proposal is considered to comply with Local Plan Policy CS3 and draft City Plan Policy DE4 and the recommendations of the Planning Advice Note. A condition has been imposed as mentioned above.

### **Fire Statement**

502. Policy D12 of the London Plan seeks to ensure that proposals have been designed to achieve the highest standards of fire safety, embedding these into developments at the earliest possible stage. Policy D5 requires development to incorporate safe and dignified emergency evacuation for all building users with a minimum of one lift per core to be a suitably sized fire evacuation lift.
503. The application is accompanied by a Fire Statement in accordance with London Plan Policy D12B for major developments and the fire safety regulations.
504. The application predicts an annual visitation of two million on site. The tunnel exhibition visitors are estimated to reach maximum 750 people/hour and the visitor of the underground bar is estimated to be 120 people/hour. The Fire Statement clarifies that the conventional British Standards guidance would potentially not be adequate for achieving optimal fire safety levels due to the unique nature of the proposed development. Instead, an engineering and risk-based design approach has been suggested, along with the implementation of a Basis of Design (BoD) document to guarantee adherence to fire safety regulations.
505. A water-based suppression system is proposed to be installed which would be activated in the event of a fire to extinguish or control the fire. The presence of fire/smoke shutters in the tunnels ensures that there are several layers of fire separation between the occupants and the fire source. This compartmentation allows the occupants to safely make their way towards the protected lobbies of the evacuation shafts. The lobbies next to the lift shafts at the two entrance points would be designated as safe areas equipped with fire-resistant materials

and would be pressurized to prevent smoke accumulation in case of sprinkler system failure. These refuge areas can accommodate up to 50% of the tunnel's occupants for evacuation through lifts or stairs.

506. In line with London Policy D5, evacuation lifts would be available at both entrances. At Furnival Street the round lifts would serve the east side of the tunnels and levels 1 and 2, and the lifts at the rear would serve the upper levels of the Furnival buildings for evacuation to Furnival Street. Fulwood Place works as an emergency exit to the west side of the tunnels. Vertical evacuation would be available on this side as well that leading to Fulwood Place and then to High Holborn.
507. Incorporating smart signage and wayfinding systems linked to the detection system will help guide occupants to the protected lobbies based on the fire's location.
508. The CoL District Surveyors have reviewed the application and the Fire Statement and raised no objections.
509. Given the somewhat unique nature of the proposal and the proposed use, officers have sought London Fire Brigade's view of the submitted documents. The London Fire Brigade (LFB) is not a statutory consultee under the Town and Country Planning Act 1990, however due to the uniqueness of the site, the subterranean layout and the long underground distances Offices consider it pertinent to review measures in detail at an early stage. London Fire Brigade have therefore indicated various measures that would need to be considered post planning stage.
510. In general, LFB is content that the methodology outlined in BS 7974:2019 would be applied and this has been supported. As part of this methodology a Qualitative Design Review (QDR) process would be undertaken and LFB would expect to be involved in this process as a key stakeholder. This QDR process would take place post planning and would therefore fall under Building Regulations, i.e. post planning. Notwithstanding this however, a number of areas have been identified for review given concerns from LFB and the applicant has confirmed that these would be reviewed under any subsequent next step. These identified matters consist of the extended travel distances for occupant means of escape and firefighter access/intervention, radio communications coverage for firefighters and other emergency responders, Electric Powered Personal Vehicles and the construction phase fire safety.
511. Again, while these issues would be included as part of any QDR process, which takes place prior to a statutory Building Regulations consultation with LFB, they are discussed below for completeness.

512. With regard to the extended travel distances for occupant means of escape and firefighter access, given the nature of the existing tunnel infrastructure is such that travel distances hose laying distances for firefighter access/intervention will be extended beyond the distances recommended within guidance. LFB understand that extended hose laying distances are proposed to be addressed by providing an enhanced dry fire main system, similar to that provided for sub-surface railway tunnel infrastructure. While there is no objection to this in principle the technical details of this would need to be reviewed at QDR stage in conjunction with the LFB. Equally, in terms of the of the radio communications for firefighters while the applicant has confirmed that the scheme would have a Distributed Antanae System so that there will be mobile communications provisions in the tunnels, this would need to be confirmed under the QDR appropriately.
513. Regarding Electric Powered Personal Vehicles (EPPVs) officers have sought that the Accessibility Management Plan would secure the use of self-propelled/transit wheelchairs to limit the use of lithium-ion power units within the Tunnels. While this would be reviewed under the QDR process the Accessibility Management Strategy, proposed to be secured under any attached legal agreement, would secure an initial requirement to limit any potentially fire issues in the future. This would also be similar to the construction phase fire safety which would again require further consultation with the LFB at QDR stage, prior to Building Regulations, noting that a sufficient fire risk assessment to demonstrate compliance with The Order during construction would be required from the applicant.
514. With specific respect to LFB's view around compliance with planning policies given the depth of the premises from the access level and the fact that occupants other than persons of restricted mobility may experience difficulty in evacuating upwards over a height in excess of 30m, LFB recommend that consideration be given to providing additional evacuation lift capacity and this should be taken into account when undertaking the evacuation lift capacity assessment expected under London Plan 2021 Policy D5(B5). Officers have proposed a requirement in the proposed Access Management Plan to review the evacuation proposal against London Plan Policy D5 and as such adhering to the comments received from LFB. This would be secured within the attached legal agreement and would require submission of details for further review. For absolutely clarity however, while the QDR process lies outside of the planning process, officers have sought confirmation from the applicant that the above matters falling outside the scope of planning would be reviewed at this QDR stage and this reminder would be included within informatives attached to any permission.
515. The proposed development would therefore meet the requirements of Policy D5 and D12 of the London Plan.

## **The Public Sector Equality Duty (section 149 of the Equality Act 2010)**

516. When considering the proposed development, the Public Sector Equality Duty (PSED) requires City of London to consider how the determination of the application will affect people who are protected under the Equality Act 2010, including having due regard to the effects of the proposed development and any potential disadvantages suffered by people because of their protected characteristics.
517. The City, as a public authority must, in the exercise of its functions, have due regard to the need to:
- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
518. The characteristics protected by the Equality Act are age, disability, gender, reassignment, marital status, pregnancy and maternity, race, religion or beliefs, sex and sexual orientation.
519. An Equalities Impact Assessment has been carried out in respect of the scheme by the applicant which did not identify potential for discrimination or adverse impact to any protected groups.
520. It has been considered that the physical design and layout of the scheme has been designed to be accessible to all regardless of age, disability, whether you are pregnant, race, sex, sexual orientation and gender reassignment and marital status. This would be achieved through measures such as:
- Pedestrian approaches to the entrances that are safe, segregated from vehicle traffic;
  - The provision of step-free access to all parts of the building. Step-free access for staff use of the roof terrace in Furnival Street;
  - Large passenger lifts with capacity to accommodate Type C mobility scooter access to the retail floors of Furnival Street and the cultural exhibition spaces in the tunnels;
  - Provision of a type C mobility scooter parking space and charging point for staff at ground level;
  - Secured accessible cycle parking for staff at ground floor of Furnival Street;
  - Unisex wheelchair-accessible sanitary facilities for visitors upon arrival and to serve the retail areas in Furnival Street, and within the tunnels, including provision of a Changing Places toilet;
  - Provision of a mix of male, female and unisex toilets including facilities for ambulant disabled users in Furnival Street and within the tunnels. Dedicated sanitary facilities in close proximity to the bar;



- Welfare facilities for visitors such as wheelchair-accessible baby changing facilities across the site;
  - Provision of quiet spaces, a first aid room and seating within the final fit out of the tunnels;
  - Wheelchair-accessible sanitary and refreshment facilities to serve the staff areas;
  - Evacuation lifts for the safe and dignified evacuation of disabled users;
  - Interior design, wayfinding strategy, design of exhibition spaces, lighting, acoustics and use of assistive technology to be detailed at the appropriate design stage taking into consideration the good practice guidance of BS 8300:2018 and PAS 6463:2022;
  - The provision of resting points on routes longer than 50m from key points of arrival to the site's main entrance including accessible seating;
  - The commitment to provide an additional blue badge parking on Furnival Street and the public realm improvement works (to be secured via Section 278 agreement).
521. Final detail of an Access Management Plan and Operational Management Plan would be secured by condition in order to secure the access requirements of all users are being met and to cover all aspects of the user experience from the provision of pre-arrival information in accessible formats, to the management of exhibition spaces (e.g. offering quiet visiting times) and staff training in accessibility and inclusion and in evacuation procedures.
522. The applicant has made a commitment to provide social benefits through the development that would promote equality and inclusion. Examples of such benefits include:
- Free school visits for schools around London;
  - Partnerships with universities, institutions, local communities and underrepresented artists to co-curate the exhibition spaces
  - Training opportunities accessible to all
523. Conditions, informatives and Section 106 and 278 agreements would be required to cover the accessibility management and operation of the exhibition space and other matters such as the accessible parking, resting points and inclusive procurements. An informative would be placed on the permission reminding future occupiers of their duty under the Equality Act 2010.
524. A suitable programme of highway works and conditions relating to construction and demolition management and logistics, noise and dust management are recommended in order to minimise the impact of the scheme on nearby occupiers and those with Protected Characteristics.

525. The proposed development has been assessed against policy GG1 of the New London Plan and would be considered to support and promote the creation of an inclusive London where all Londoners, regardless of their age, disability, gender, gender identity, marital status, religion, race, sexual orientation, social class, or whether they are pregnant or have children, can share in its prosperity, culture and community, minimising the barriers, challenges and inequalities they face.
526. For the reasons set out above officers consider that overall the proposal would have a positive impact on Protected Characteristics. Any potential negative impacts that could arise through construction and operation would be managed by the recommended conditions.

### **Human Rights Act 1998**

527. It is unlawful for the City, as a public authority, to act in a way which is incompatible with a Convention right (being the rights set out in the European Convention on Human Rights (“ECHR”)).
528. Insofar as the grant of planning permission will result in interference with the right to private and family life (Article 8 of the ECHR) including by causing harm to the amenity of those living in nearby residential properties, it is the view of officers that such interference is necessary in order to secure the benefits of the scheme and therefore necessary in the interests of the economic well-being of the country, and proportionate. Although it is recognised that the development would have some impact on the amenities of the nearby residents and other adjoining occupiers, including by way of noise and disturbance during construction, it is not considered that, subject to conditions, the proposal would result in unacceptable impact on the existing use of nearby residential properties to an extent that would warrant refusal of the application on those grounds. It is the view of the officers that the provision of such a unique cultural and visitor attraction meets Local Plan ambitions and Destination City aspirations for an evening and weekend economy and in tandem with the wider socio-economic benefits brought by the proposed development the Minor Adverse impacts on nearby residential and commercial properties are outweighed and that such impact is necessary in the interests of the economic well-being of the country and is proportionate.
529. Insofar as the grant of planning permission will result in interference with property rights (Article 1 Protocol 1) including by interference arising through impact on the amenity of adjoining properties, it is the view of officers that such interference is in the public interest and proportionate.

### **CIL and Obligations**

530. The proposed development would require planning obligations to be secured in a Section 106 agreement to mitigate the impact of the development to make it acceptable in planning terms. The applicant would enter into a separate S106 agreement with the London Borough of Camden.
531. Contributions would be used to improve the City's environment and facilities. The proposal would also result in payment of the Community Infrastructure Levy (CIL) to help fund the provision of infrastructure in the City of London.
532. These contributions would be in accordance with Supplementary Planning Documents (SPDs) adopted by the Mayor of London and the City.
533. On the 1st of April 2019 the Mayoral CIL 2 (MCIL2) superseded the Mayor of London's CIL and associated Section 106 planning obligations charging schedule. Therefore, the Mayor will be collecting funding for Crossrail 1 and Crossrail 2 under the provisions of the Community Infrastructure Levy regulations 2010 (as amended).
534. CIL contributions and City of London Planning obligations are set out below.
535. Evidence was requested from the applicant to demonstrate whether the tunnels have been lawful use for six months over the last three years. No evidence has been provided for the LPA to determine this and they are therefore considered to be vacant for the purpose of calculating CIL.

### **MCIL2**

<b>Liability in accordance with the Mayor of London's policies</b>	<b>Contribution (excl. indexation)</b>	<b>Forwarded to the Mayor</b>	<b>City's charge for administration and monitoring</b>
<b>2 payable</b>	£702,793	£674,681	£28,112

### **City CIL and S106 Planning Obligations**

<b>Liability in accordance with the City of London's policies</b>	<b>Contribution (excl. indexation)</b>	<b>Available for allocation</b>	<b>Retained for administration and monitoring</b>
<b>City CIL</b>	£461,625	£438,544	£23,081

<b>City Planning Obligations</b>			
Affordable Housing	£52,200	£51,678	£522
Local, Training, Skills and Job Brokerage	£31,320	£31,007	£313
Carbon Reduction Shortfall (as designed) <i>Not indexed</i>	£123,975 (based on the whole site)	£123,975	£0
Section 278 (Evaluation and Design Fee) <i>Not indexed</i>	£100,000	£100,000	£0
S106 Monitoring Charge	£4,086	£0	£4,086
<b>Total liability in accordance with the City of London's policies</b>	<b>£773,206</b>	<b>£745,204</b>	<b>£28,002</b>

### City's Planning Obligations

536. The obligations set out below are required in accordance with the City's Planning Obligations SPD 2021. They are necessary to make the application acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development and meet the tests in the CIL Regulations and government policy.

#### **Heads of Terms**

- a) Highway Reparation and other Highways Obligations (Highways Schedule of Condition Survey, site access, consents, licences etc)
- b) Local Procurement Strategy (including inclusive procurement)
- c) Employment and Skills Plan (demolition, construction and end use)
- d) Delivery and Servicing Plan (including consolidation)
- e) Travel Plan (Including Cycle Promotion Plan)
- f) Construction Monitoring Cost (£30,935 – First year of development and £25,760 for subsequent years)
- g) Carbon Offsetting (£123,975 - to be reviewed on completion and prior to occupation of the development)
- h) Utility Connection Requirements
- i) Section 278 Agreement (CoL). Scope to consider but not be limited to:

- provide a healthy streets scheme with consideration to providing a shared surface, increased footpath, additional street furniture, additional blue badge parking, and further public realm improvements
  - improve sustainable transport to and across the area
  - provide additional greening
  - maintain the contra flow cycle lane
  - maintaining access for emergency vehicles
- j) Management Plan (including free or discounted tickets for certain groups) and Public Access and Events Management Plan (in relation to the cultural/temporary exhibition space)
- k) Cultural Implementation Strategy (to restrict demolition until a Cultural Operator is secured)
- l) Access Management Plan (for the operation of the site)
- m) Waste Heat Transfer
- n) Improving cycle infrastructure on public highway
537. Some financial contributions could be subject to proportional split with London Borough of Camden.
538. Officers request to be instructed to continue to negotiate and agree the terms of the proposed obligations and enter into the S278 agreement.
539. The London Borough of Camden has made provision of the following Heads of Terms to be included in their S106 agreement in accordance with their Local Plan/SPD:
- a) Car free development
  - b) Construction Management Plan (CMP) and CMP implementation support contribution of £30,513 and CMP impact bond of £32,000
  - c) Travel Plan and associated monitoring and measures contribution of £11,348
  - d) Electric vehicle charging infrastructure (fast charger) contribution of £20,000
  - e) Delivery and Servicing Plan
  - f) Highways works contribution of £20,000
  - g) Off-site cycle parking contribution for cycle parking stands of £4,800
  - h) Pedestrian, Cycling, and Environmental Improvements contribution of £150,000
  - i) Micromobility Improvements contribution of £10,000
  - j) Restriction on coach bookings and picking up/dropping off of customers by coach outside site's entrance at 31-33 High Holborn.
  - k) Requirement to form a construction working group consisting of representatives from the local community

- l) Carbon offset payment – estimated £123,951
- m) Energy Efficiency and Renewable Energy Plan
- n) Sustainability Plan (including BREEAM Excellent)
- o) Measures to ensure future connection to a local energy network
- p) Construction apprenticeships paid London Living Wage (29 in total) and support fee of £1,700 per apprentice (£49,300)
- q) Local Procurement Strategy (including Camden Local Procurement Code)
- r) Employment and Training Plan (including work experience placements, 20% local recruitment target, and engaging with Camden schemes)
- s) Operational Management Plan

540. The Heads of Terms secured by the City are mostly in alignment with the above Heads of Terms sought by Camden, however there are inevitably some differences due to the respective Local Plans, context of the parts of the development falling on different sides of the LPAs boundary, and separate assessments of the proposal. As such, some obligations are sought by one authority and not the other.

541. The boroughs will be in consultation with each other both during the drafting of the respective legal agreements and, where appropriate, in the process of discharging relevant obligations to ensure that where any Heads of Terms extend across the borough boundaries or are required by only one borough, the obligations are consistent and enforceable.

542. Consideration may also be given to the boroughs being a party to the other borough's legal agreement to acknowledge that, where relevant, the obligations are enforceable across the whole of the development site.

#### Monitoring and Administrative Costs

543. A 10-year repayment period would be required whereby any unallocated sums would be returned to the developer 10 years after practical completion of the development. Some funds may be set aside for future maintenance purposes.

544. The applicant will pay the City of London's legal costs and the City Planning Officer's administration costs incurred in the negotiation, execution and monitoring of the legal agreement and strategies.

## **Conclusions**

545. The proposal has been assessed in accordance with the relevant statutory duties and having regard to the Development Plan and other relevant policies and guidance, SPDs and SPGs and relevant advice including the NPPF, the draft Local Plan, local finance considerations, and considering all other material considerations.
546. The application site straddles the City of London and London Borough of Camden. For that reason, duplicate applications have been submitted to both local authorities. Through the course of the application the two local authorities worked together to address the matters raised by internal and external consultees and public representations and conclude on planning recommendations.
547. The application is intended to be considered by the Planning Committee of London Borough of Camden on 11<sup>th</sup> of July 2024 and as such no resolution has been granted. LB Camden will be determining an identical application which will assess the considerations relevant to the development located within their boundaries and against their policies.
548. The proposed development comprises the change of use of the existing deep level tunnels to a visitor and cultural attraction (Use Class F1 (b) and (c)). The attraction would offer cultural exhibition areas, to curate the history of Kingsway Tunnels, used during and after London war times, by restoring and interpreting their rich history in a historic exhibition space and a flexible gallery space where modern and innovative content would be shaped by indented partnerships. The proposal also involves the demolition and reconstruction of 38-39 Furnival Street and the redevelopment of 40-41 Furnival Street to provide the principal entrance to the cultural space at the ground level and ancillary spaces at the upper levels, including a gift shop, staff accommodation and plant rooms to serve the function of the tunnels. The reconstruction of the site at Furnival Street would involve excavation for additional basement levels under the two buildings and widening of the lift shaft at 38-39 Furnival Street for the provision of the main passenger lifts. A secondary visitor and emergency entrance is proposed at 31-33 High Holborn via Fulwood Place, located in the London Borough of Camden. The creation of a deep level bar is proposed at the western part of the tunnels, in LB Camden, which would be principally accessed via Fulwood Place and would form an independent unit with its own operational hours and staff.
549. The application received 57 letters of support from the public that expressed their strong support for the proposed cultural use and the socio-economic benefits it would bring to the local and London-wide area. Letters of support have been received from Central District Alliance and the Fleet Quarter, identifying the transformative nature of the scheme to an area that very much

needs this change. It is not standard for an application in the City to receive so many letters of support.

550. A total of 24 objections to the scheme have been received from the public raising concerns over the noise and disturbance caused by construction and the increased footfall and traffic at operational stage that would impact the amenity of nearby residential and commercial occupants, the harm to the conservation area and the design of the new building on Furnival Street, impact of the proposed delivery and servicing arrangements on local residents and business, the physical incapacity of Furnival Street to accommodate the proposed development, and daylight and sunlight impacts to the commercial building at 10 Furnival Street, opposite of the application site. The areas of consideration are normally raised by the public when an application involves construction works near residential properties and a land use with the potential to increase activity on site.
551. A total of 12 statutory consultees have responded with no objections raised for the grand permission of the proposed development subject to conditions and informatives being appended.
552. Whilst there would be a loss of 1,229 sqm office floorspace, building at 40-41 Furnival Street, officers conclude that this is necessary for the delivery of the proposed scheme which is considered to fall within the 'exceptional' category of complimentary uses, as identified in supporting text in Local Plan Policy DM1.1, and as such it is acceptable in principle.. The existing offices would be a poor competitor to other buildings in better locations given they are dated and not of high-quality in terms of their accommodation and building design. The scheme delivers 10,341 sqm of high-quality unique cultural use with access provided at the northwest side of the City. The loss of the modest office has been weighed against the exceptional re-use of the adjoining heritage asset, the inherent requirement of 40-41 Furnival Street for access/ancillary space and the wider economic benefits the cultural use would bring to the City as a whole. Officers consider that the proposal would not have an adverse impact on the overall stock of floorspace in the City or prejudice the City's role as an international business and professional centre. The cultural space will contribute towards diversifying the City's visitor infrastructure, adding vibrancy and activity for seven days per week and contribute significantly to the achievement of the City Corporation's Destination City ambitions and align with the City Corporation's wider ambitions for a post-Covid City. The loss of office floorspace at 40-41 Furnival Street is considered acceptable on that basis.
553. The proposal makes effective use of an existing unused infrastructure and considers a most interesting way of restoring and reusing them with reference to their rich history which has been left unknown to date. Officers consider this to be a respectful way to bring the tunnels back to life and educate people on



their use at historic times. The application provisions a large heritage space to be developed around the site's historic times with interactive ways of exploring and learning to create stimulating experiences. It is acknowledged that any other use would not be able to focus on the heritage and historic aspect of the site as much as the current proposal does. The provision of a flexible exhibition space adds to the cultural supply in the City and would create opportunities for special exhibitions to take place to attract more diversified population.

554. The cultural use is supported on the basis of the City's wider cultural aspirations and the public benefits of the scheme. Such benefits include engaging with schools by securing free school visits and training programmes, generating employment on the site and through supply chains, tourism and spending between £60m - £85m in the local area each year which would benefit the economy and revitalisation of the local businesses, maximising opportunities for local and inclusive procurements. The proposal gives the opportunity to access and appreciate the interiors of such historically significant infrastructure and commits to partnerships with universities and tech-institutions and co-curation and co-creation programmes to curate the cultural spaces with the help of local communities.
555. The site is located within the Chancery Lane conservation area. The building at 38-39 Furnival Street has been identified as a non-designated heritage asset due to its connection to the historic Kingsway Tunnels and its rarity value. The proposed development involves demolition in a conservation and reconstruction of the primary facade of the No38-39.
556. Paragraph 209 of the NPPF states *"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."* Paragraph 210 of the NPPF continues to state that *"Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred"*. It is considered that the demolition of 38-39 Furnival Street and reconstruction of the brick facade would result in loss of part of the non-designated heritage asset but on balance this would not diminish the overall significance of the heritage asset. Officers have taken into account that the proposed works would improve the accessibility and visibility of this currently unknown heritage asset to a wide public audience without distracting from its historical and rarity value in line with London Plan Policy HC1, Local Plan Policy CS12 and Emerging City Plan 2040 Policy S11. In line with paragraph 210 of the NPPF, a Cultural Implementation Strategy would be secured via Section 106, requiring a Cultural Operator to be secured prior to any demolition works. Officers consider this as a necessary condition to ensure

the partial loss of the non-designated heritage asset would occur only when the operation of the proposed cultural development would be secured.

557. The Greater London Archaeological Advisory Service (GLAAS) have recommended two-stage pre-commencement archaeological conditions requiring a Written Scheme of Investigation (WSI) and a Historic Building Recording to be carried out prior to any demolition works. Subject to conditions the proposal is acceptable in archaeological terms and accords with Local Plan Policy DM12.4 and draft City Plan Policy HE2.
558. The architectural approach is to recreate the existing building portions in terms of massing, height as currently stand at 38-41 Furnival Street. The proposed facade treatment includes a primary frontage of 40-41 Furnival Street expressing the new function of the building, while it reimages the existing brick facade of 38-39 Furnival Street to celebrate the history of the site. The distinctive sense of separate buildings with different characters would refine a level of neighbourly architecture while adding a level of visual interest and character connected to the unique cultural use of the buildings and the subterranean tunnel network. The development is sensitive to townscape contexts at macro and local scales. The proposal would optimise the use of land, whilst significantly improving the buildings' interface with their surroundings. The proposals are in overall general conformity with Local Plan Strategic Policies CS10 (Design), London Plan Policies D3/D8 and emerging City Plan 2040 Strategic Policy S8 (Design).
559. The proposed ground floor layout and design promotes a defined, active base of human scale expression through increased levels of glazing and interaction with the ground floor primary use of the cultural use main entrance making a positive contribution to the street.
560. The proposed cultural use due to its unique experience and capacity would generate trips towards the site with a high number of visitors travelling to the area. The site is within the Central Activities Zone and highly sustainable with very good access to transport infrastructure and able to support active travel. However, there would be some impact to the pedestrian comfort due to a high number of future visitors. An appropriate package of S278 works would be agreed in order to facilitate the development and make the development acceptable in planning terms. Works would include providing a welcoming pedestrian environment while coping with the increased footfall in the local area. Other mitigation measures, conditions and obligations have also been considered to make the application acceptable such as a future agreement of an Events Management Plan with highways matters to be agreed on a case-by-case basis to control servicing, possible queuing, operations, and time restrictions for deliveries. Vehicle movements would also be increased in the area. Around eight deliveries are expected to be generated per day by the site.

Officers have worked closely with the applicant to identify how and when deliveries can be facilitated. The main delivery point has been amended over the course of the application due to the narrowness and the restricted access of the site on Furnivall Street. The main delivery point would be from Holborn away from residential properties and will be restricted in line with local traffic orders and environmental health officer recommendations to protect the amenity of local residents. Matters relating to cycle parking, car parking, taxi drop off, and coach parking have been satisfactorily addressed.

561. The proposed buildings have been designed to ensure the site is accessible for the greatest range of people. Step-free access is secured for the entirety of the development. Visitors would only be able to access the ground level where the principal entrance would be located, at 38-41 Furnival Street, the tunnels exhibition spaces and the first and second levels where provision of a gift shop would be made. The upper levels up to level four and the roof terrace would only be accessible to staff. The staff accommodation area has been designed with accessibility standards and offers end-of trip facilities and accessible changing facilities and toilets. A public Changing Places facility would be provided in the tunnels alongside a mix of toilets across general public accessible areas. Details of the management and operation of the above spaces would be required under conditions and an Access Management Plan in the Section 106 agreement. Subject to further design details and an AMP, it is considered that the proposal accords with the access related policies outlined above. Overall, and subject to the imposition of conditions, the proposal would accord with the access policies of the Local and London Plan.
562. It is noted that the majority of the objections have been around noise, disturbance, impacts to residential amenity and traffic. This report has considered these impacts, including any requisite mitigation which would be secured by conditions.
563. The Environmental Health team were consulted and recommended a series of conditions to control the noise levels generated by the operation of the cultural use, the plant room at roof level and servicing. Negative impacts during construction would be controlled as far as possible by the implementation of Schemes of protective works for demolition and construction and a Construction Logistics Plan and good site practices embodied therein. It is recognised that there are inevitable, albeit temporary consequences of development in a tight-knit urban environment. Post construction, compliance with planning conditions would minimise any adverse impacts. The use of the staff rooftop terrace would be restricted outside 8am-8pm to safeguard the amenity of adjoining occupiers. Therefore it is considered the proposed development complies with local plan policies regarding impact on amenity.

564. Negative impacts during construction would be controlled as far as possible by the implementation of Schemes of protective works for demolition and construction and a Construction Logistics Plan and good site practices embodied therein. It is recognised that there are inevitable, albeit temporary consequences of development in a tight-knit urban environment. Post construction, compliance with planning conditions would minimise any adverse impacts.
565. The safe and secure decontamination of the site has been secured by conditions for submission of relevant details to the local authority prior to commencement of works.
566. In terms of daylight sunlight impacts, the proposed buildings would not deviate significant from the existing massing. The necessary assessment has been undertaken demonstrate a moderate to high level of BRE compliance. It is considered that the impact of the proposed development is considered to be acceptable with regards nearby dwellings, in accordance with the requirements of London Plan policy D6, Local Plan Policy DM10.7 and Policy DE7 of the draft City Plan 2040. Considering the site's urban context, acceptable living standards would be maintained.
567. It is important to acknowledge the significant environmental impact associated with the proposed development. The City of London Climate Action Strategy supports the delivery of a net zero, climate resilient City. Local Plan policy dictates that all development is required; to demonstrate the highest feasible and viable sustainability standards in the design, construction, operation and "end of life" phases of development; to minimise emissions and contribute to a City-wide reduction in emissions; to incorporate climate change adaptation measures and urban greening, and to promote biodiversity and overall wellbeing. Development should also avoid demolition and reduce construction emissions through the reuse of existing buildings and by following principles of the circular economy.
568. The London Tunnels proposal offers a unique visitors attraction which would bring an under-utilised piece of historic infrastructure into public use, whilst retaining 90% (by area) of the existing buildings and structures, including the entire tunnel network bringing with it public and environmental benefits.
569. Demolition of both buildings on Furnival Street is deemed acceptable, justified by the practical constraints of the construction process, the requirements for achieving greater access to the Tunnel network (for visitors and equipment) as well as the improved servicing efficiencies which can be achieved through the size/layout of a new build.

570. The change of use of deep level tunnels, designed for emergency shelter and secure telecommunication, to a cultural exhibition and event space offering the potential for immersive audio-visual experiences is technically challenging and requires an extensive amount of building services equipment to accommodate the high visitor numbers targeted/anticipated, and to meet high cooling loads particularly associated with audio-visual equipment.
571. The building operations and maintenance and replacement works over the building's lifespan (primarily attributed to servicing equipment) have a high carbon intensity (emissions rate per m<sup>2</sup>). Embodied emissions associated with MEP equipment alone are estimated to be 40% of WLC embodied emissions with a further 40% of WLC emissions attributed to operational energy use. A highly efficient cooling system with heat recovery has been designed to manage over-heating within the tunnel network but the amount of waste heat expelled to the atmosphere remains significant without a connection to a local area network or neighbouring site, neither of which are currently proposed.
572. The total quantity of audio-visual equipment has a very significant impact on overall energy use and cooling demand which in turn affect both operational and embodied carbon emissions (due to the increase in quantity of cooling equipment). Therefore, the special exhibitions and events component of the proposal (and the type and frequency thereof) has a significant impact on the sustainability of the development. The impact could be reduced through a responsible Cultural Implementation Strategy and Management Plan.
573. The proposed development offers an increase in urban greening and biodiversity, and an improved surface water run-off rate. Although these contributions are relatively small, they are acceptable in policy terms due to the limited area of the site which sits above ground.
574. The development proposal is currently targeting a BREEAM rating of 'Very Good' which falls short of the City's policy requirement of 'Excellent.' The pre-assessment demonstrated good potential to achieve an Excellent rating. Given this assessment and the wider environmental impact, the development is therefore expected to make best efforts to achieve a minimum rating of 'Excellent'. A condition has been recommended to secure requirements are met.
575. In terms of fire safety, the proposal integrates a series of measures to control fire and keep people in safety until they egress. A fire evacuation strategy and fire-fighters emergency access and fire elimination equipment would be strategically implemented on site. City's District Surveyor has reviewed the submitted Fire Statement and raised no objections. Whilst London Fire Brigade raised questions about how the detailed design of the scheme would be able to

satisfy some of their concerns, it is considered that the exact design and methodologies would be only available post planning and during the Qualitative Design Review (QDR) process. The applicant has committed to consult LFB as a key stakeholder at that stage. An informative has been recommended as a reminder.

576. Therefore overall, it is considered that the proposed cultural use would not prejudice the primary business function of the City; it would contribute to the City's aspirations for evening and weekend economy; it would generate local spend between £60m - £85m each year and create new jobs; promote balance and mix of uses in the immediate locality; and would not result in unacceptable adverse impacts on the amenity of neighbouring properties.
577. The proposals are considered to be in accordance with the development plan when taken as whole.
578. The Local Planning Authority must determine the application in accordance with the development plan unless other material considerations indicate otherwise.
579. It is the view of officers that as the proposal complies with the Development Plan when considered as a whole and as other material considerations also weigh in favour of the scheme, planning permission should be granted as set out in the recommendation and the schedules attached.

## **Appendix A - Background Papers**

### **List of Application Documents:**

Application Covering Letter (30/11/2023)  
Application Form & Certificates (30/11/2023)  
Community Infrastructure Levy Form (18/12/2023)  
Site Location Plan 2 (Below Ground & Tunnels Complex) (30/11/2023)  
Site Location Plan 3 (Site Boundaries) (15/12/2023)  
Site Plan (30/11/2023)  
Design and Access Statement (30/11/2023)  
Accessibility Assessment (30/11/2023)  
Planning Statement (30/11/2023)  
Heritage Statement (30/11/2023)  
Archaeological Desk Based Assessment (30/11/2023)  
Cultural Plan (30/11/2023)  
Statement of Community Involvement (30/11/2023)  
Socio-Economic Assessment (30/11/2023)  
Sunlight & Daylight Assessment (30/11/2023)  
Air Quality Assessment (30/11/2023)  
BREEAM Pre-Assessment Report (30/11/2023)  
Circular Economy Statement (30/11/2023)  
Construction Traffic Management Plan (30/11/2023)  
Delivery & Servicing Plan (17/05/2024)  
Energy Statement & Overheating Assessment (30/11/2023)  
Fire Statement (30/11/2023)  
Flood Risk Assessment & Outline Drainage Strategy (30/11/2023)  
Framework Travel Plan (17/05/2024)  
Geotech Basement Impact Assessment (30/11/2023)  
Noise and Vibration Impact Assessment (30/11/2023)  
Pre-demolition Audit (30/11/2023)

Security Report (30/11/2023)  
Structural Report (30/11/2023)  
Sustainability Statement (30/11/2023)  
Transport Assessment (17/05/2024)  
Waste Management Plan (05/05/2024)  
Whole Life-Cycle Carbon Assessment (30/11/2023)  
Health Impact Assessment (18/12/2023)  
Adaptation to Climate Change Report (13/03/2024)  
Loss of Office Policy Note (11/04/2024)  
Lighting Strategy Report (12/04/2024)  
Equality Impact Assessment (03/05/2024)  
Flood Risk Evacuation Strategy (15/05/2024)  
Supplementary Air Quality Response (06/03/24)  
Daylight Sunlight Response 1 (05/03/2024)  
Daylight Sunlight Response 2 (26/03/24)  
WSP responses to Sustainability queries (22/04/24, 02/05/24 and 13/05/2024)  
Cultural Plan responses, Email (14/05/2024)  
Fire Statement Response to LFB letter (14/05/24)  
Design Supplementary Clarification 01 – Furnival Street (17/05/2024)  
Design Supplementary Clarification 02 – Accessibility (17/05/2024)  
Design Supplementary Clarification 03 – 39 Furnival Street Fabric Retention (17/05/2024).

### 3<sup>rd</sup> party reviews

3rd Party Review of Whole Life Carbon Assessment Report by Civic Engineers (14/03/24)

### **Internal Consultee Responses**

Memo, 29/12/23, Environmental Health Officer

Memo, 24/01/24, District Surveyors Office



Memo, 24/01/24, Lead Local Flood Authority  
Memo, 23/02/24, Environmental Resilience Officer  
Email, 18/04/24, Cleansing Team  
Memo, 11/03/24, Air Quality Officer  
Email, 16/05/24, City of London Police  
Email, 17/05/24, COL Police - Counter Terrorism  
Email, 22/05/24, Environmental Resilience Officer

## **Representations**

### **Support**

29/01/24, Mr Colin Matthews, Online  
29/01/24, Mr Philip Nash, Online  
29/01/24, Ms Susan Smith, Online  
31/01/24, Mrs Robyn Brook, Online  
31/01/24, Mr James Loxton, Online  
01/02/24, Mr KENNETH GOLBY, Online  
01/02/24, Mr George Harris, Online  
01/02/24, Mr Max Tobias, Online  
01/02/24, Mr peter conniff, Online  
02/02/24, Mr William Morris, Online  
06/02/24, Mr Stuart Perl, Online  
14/02/24, Mr Andrew Raca, Online  
18/02/24, Mr Andrew Raca, Online  
20/02/24, Ms Wendy Lyons, Online  
20/02/24, Mr Charles Parry, Online  
20/02/24, Mr Charles Parry, Online  
20/02/24, Miss Chelsea Cooper, Online  
20/02/24, Mr Thomas Seabourne, Online  
23/02/24, Miss Angela Dunning , Online

26/02/24, Mrs Sue Macdiarmid, Online  
26/02/24, Mr Graham Wingham, Online  
26/02/24, Ms Angela Epps, Online  
26/02/24, Ms Caroline Gallagher , Online  
27/02/24, Mr Neil Emberson, Online  
27/02/24, Mr DEREK OWEN, Online  
27/02/24, Mr Patrick Ralph, Online  
27/02/24, Mrs Sandra Murphy, Online  
27/02/24, Dr GABRIEL GOLDMAN, Online  
27/02/24, Mr PAUL SCOTT, Online  
27/02/24, Mr Jp Ralph, Online  
27/02/24, Mr Stephen Luderman, Online  
27/02/24, Justin Manley-Cooper, Online  
27/02/24, Nick Finegold, Online  
28/02/24, Mr Adam Fayed, Online  
28/02/24, Mr Gregory Jones KC, Online  
28/02/24, Mr David Brown, Online  
28/02/24, Alex Hayes-Griffin, Online  
28/02/24, Mr chris sullivan, Online  
28/02/24, Mr Daniel van Vuuren, Online  
28/02/24, Mr Luis Esguevillas, Online  
28/02/24, Mr win man, Online  
29/02/24, Mr David EH Yeoh, Online  
29/02/24, Mr Guy Brook, Online  
29/02/24, Miss Heidi Bryant, Online  
29/02/24, Ms Helen McDowell, Online  
01/03/24, Mr Michael Brown, Online  
01/03/24, Dr Geoff Ferreira, Online  
06/03/24, Mr Adam Pollock, Online

14/03/24, Mr Lawrence Yew, Online  
14/03/24, Mr Maggie Lai, Online  
14/03/24, Dr Lai Meng Looi, Online  
17/03/24, Mr Alistair Sommerlad, Online  
11/04/24, Ms Maria Nieves Garcia Somoza, Online  
02/05/24, Mr James Hacking, Online  
21/05/24, Central District Alliance  
23/05/24, Fleet Street Quarter

### Objections

27/12/23, Mrs G Birri, Email, Objection  
28/12/23, Ms Lidia Zazzera, Online  
30/12/23, Lord John Krebs, Online  
03/01/24, Leyi Wang, Email  
04/01/24, Mrs Nina Keay, Online  
04/01/24, Lisa Zazzera, Email  
08/01/24, Walter Scott, Email  
08/01/24, Mr James Keay, Online  
08/01/24, Mr Brian Cotsen, Online  
08/01/24, Brian Cotsen, Email  
09/01/24, LEYI WANG, Online  
09/01/24, Liz Speirs, Email,  
10/01/24, Miss Meihan Dong, Online  
10/01/24, Chloe Nash, Email  
11/01/24, C Murphy, Online  
11/01/24, Anonymous, Email  
13/01/24, Mr Jack Watkins , Online  
14/01/24, Professor Susan V. Scott, Email  
30/01/24, Furnival Management Limited, Email  
04/02/24, Miss Lisa Dickenson, Online

16/02/24 - 16:44, Chancery Exchange, Email

20/04/24, Mr & Mrs Birri, Email

27/04/24, Furnival Management Limited, Email

13/05/24, Coralie Murphy, Online

#### Neutral

29/01/24 - 15:15, Mr Oscar Li, Online

23/03/24 - 15:39, Mr Stephan Fels, Online

24/04/24 - 12:47, Mr Andrew Green, Online

#### External consultees

02/01/24, Historic England

04/01/24, Historic England (GLAAS)

09/01/24, Transport For London (Infrastructure Protection)

24/01/24, Westminster City Council

29/02/24, Thames Water

07/03/24, Conservation Area Advisory Committee (CAAC)

13/03/24, Environment Agency

19/04/24, Transport For London (Spatial Planning)

22/04/24, London Fire Brigade

## **Appendix B**

### **Relevant Local Plan Policies**

#### ***CS1 Provide additional offices***

To ensure the City of London provides additional office development of the highest quality to meet demand from long term employment growth and strengthen the beneficial cluster of activities found in and near the City that contribute to London's role as the world's leading international financial and business centre.

#### ***CS2 Facilitate utilities infrastructure***

To co-ordinate and facilitate infrastructure planning and delivery to ensure that the functioning and growth of the City's business, resident, student and visitor communities is not limited by provision of utilities and telecommunications infrastructure.

#### ***CS3 Ensure security from crime/terrorism***

To ensure that the City is secure from crime, disorder and terrorism, has safety systems of transport and is designed and managed to satisfactorily accommodate large numbers of people, thereby increasing public and corporate confidence in the City's role as the world's leading international financial and business centre.

#### ***CS4 Seek planning contributions***

To manage the impact of development, seeking appropriate developer contributions.

#### ***CS10 Promote high quality environment***

To promote a high standard and sustainable design of buildings, streets and spaces, having regard to their surroundings and the character of the City and creating an inclusive and attractive environment.

#### ***CS11 Encourage art, heritage and culture***

To maintain and enhance the City's contribution to London's world-class cultural status and to enable the City's communities to access a range of arts, heritage and cultural experiences, in accordance with the City Corporation's Destination Strategy.

#### ***CS12 Conserve or enhance heritage assets***

To conserve or enhance the significance of the City's heritage assets and their settings, and provide an attractive environment for the City's communities and visitors.

#### ***CS13 Protect/enhance significant views***

To protect and enhance significant City and London views of important buildings, townscape and skylines, making a substantial contribution to protecting the overall heritage of the City's landmarks.

***CS14 Tall buildings in suitable places***

To allow tall buildings of world class architecture and sustainable design in suitable locations and to ensure that they take full account of the character of their surroundings, enhance the skyline and provide a high quality public realm at ground level.

***CS15 Creation of sustainable development***

To enable City businesses and residents to make sustainable choices in their daily activities creating a more sustainable City, adapted to the changing climate.

***CS16 Improving transport and travel***

To build on the City's strategic central London position and good transport infrastructure to further improve the sustainability and efficiency of travel in, to, from and through the City.

***CS17 Minimising and managing waste***

To support City businesses, residents and visitors in making sustainable choices regarding the minimisation, transport and management of their waste, capitalising on the City's riverside location for sustainable waste transfer and eliminating reliance on landfill for municipal solid waste (MSW).

***CS18 Minimise flood risk***

To ensure that the City remains at low risk from all types of flooding.

***CS19 Improve open space and biodiversity***

To encourage healthy lifestyles for all the City's communities through improved access to open space and facilities, increasing the amount and quality of open spaces and green infrastructure, while enhancing biodiversity.

***CS20 Improve retail facilities***

To improve the quantity and quality of retailing and the retail environment, promoting the development of the five Principal Shopping Centres and the linkages between them.

***CS21 Protect and provide housing***

To protect existing housing and amenity and provide additional housing in the City, concentrated in or near identified residential areas, as shown in Figure X, to meet the City's needs, securing suitable, accessible and affordable housing and supported housing.

## ***CS22 Maximise community facilities***

To maximise opportunities for the City's residential and working communities to access suitable health, social and educational facilities and opportunities, while fostering cohesive communities and healthy lifestyles.

### ***DM1.1 Protection of office accommodation***

To refuse the loss of existing (B1) office accommodation to other uses where the building or its site is considered to be suitable for long-term viable office use and there are strong economic reasons why the loss would be inappropriate. Losses would be inappropriate for any of the following reasons: prejudicing the primary business function of the City;

- jeopardising the future assembly and delivery of large office development sites;
- removing existing stock for which there is demand in the office market or long term viable need;
- introducing uses that adversely affect the existing beneficial mix of commercial uses.

### ***DM1.3 Small and medium business units***

To promote small and medium sized businesses in the City by encouraging:

- a) new accommodation suitable for small and medium sized businesses or occupiers;
- b) office designs which are flexible and adaptable to allow for sub-division to create small and medium sized business units;
- c) continued use of existing small and medium sized units which meet occupier needs.

### ***DM1.5 Mixed uses in commercial areas***

To encourage a mix of commercial uses within office developments which contribute to the City's economy and character and provide support services for its businesses, workers and residents.

### ***DM2.1 Infrastructure provision***

1) Developers will be required to demonstrate, in conjunction with utility providers, that there will be adequate utility infrastructure capacity, both on and off the site, to serve the development during construction and operation. Development should not lead to capacity or reliability problems in the surrounding area. Capacity projections must take account of climate change impacts which may influence future infrastructure demand.

2) Utility infrastructure and connections must be designed into and integrated with the development wherever possible. As a minimum, developers should identify and plan for:

a) electricity supply to serve the construction phase and the intended use for the site, and identify, in conjunction with electricity providers, Temporary Building Supply(TBS) for the construction phase and the estimated load capacity of the building and the substations and routes for supply;

b) reasonable gas and water supply considering the need to conserve natural resources;

c) heating and cooling demand and the viability of its provision via decentralised energy (DE) networks. Designs must incorporate access to existing DE networks where feasible and viable;

d) telecommunications network demand, including wired and wireless infrastructure, planning for dual entry provision, where possible, through communal entry chambers and flexibility to address future technological improvements;

e) separate surface water and foul drainage requirements within the proposed building or site, including provision of Sustainable Drainage Systems (SuDS), rainwater harvesting and grey-water recycling, minimising discharge to the combined sewer network.

3) In planning for utility infrastructure developers and utility providers must provide entry and connection points within the development which relate to the City's established utility infrastructure networks, utilising pipe subway routes wherever feasible. Sharing of routes with other nearby developments and the provision of new pipe subway facilities adjacent to buildings will be encouraged.

4) Infrastructure provision must be completed prior to occupation of the development. Where potential capacity problems are identified and no improvements are programmed by the utility company, the City Corporation will require the developer to facilitate appropriate improvements, which may require the provision of space within new developments for on-site infrastructure or off-site infrastructure upgrades.

### ***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.

### ***DM3.3 Crowded places***

On all major developments, applicants will be required to satisfy principles and standards that address the issues of crowded places and counter-terrorism, by:

- a) conducting a full risk assessment;
- b) keeping access points to the development to a minimum;
- c) ensuring that public realm and pedestrian permeability associated with a building or site is not adversely impacted, and that design considers the application of Hostile Vehicle Mitigation measures at an early stage;
- d) ensuring early consultation with the City of London Police on risk mitigation measures;
- e) providing necessary measures that relate to the appropriate level of crowding in a site, place or wider area.

### ***DM3.4 Traffic management***

To require developers to reach agreement with the City Corporation and TfL on the design and implementation of traffic management and highways security measures, including addressing the management of service vehicles, by:

- a) consulting the City Corporation on all matters relating to servicing;
- b) restricting motor vehicle access, where required;
- c) implementing public realm enhancement and pedestrianisation schemes, where appropriate;
- d) using traffic calming, where feasible, to limit the opportunity for hostile vehicle approach.

### ***DM3.5 Night-time entertainment***

1) Proposals for new night-time entertainment and related uses and the extension of existing premises will only be permitted where it can be demonstrated that, either individually or cumulatively, there is no unacceptable impact on:

- a) the amenity of residents and other noise-sensitive uses;
  - b) environmental amenity, taking account of the potential for noise, disturbance and odours arising from the operation of the premises, customers arriving at and leaving the premises and the servicing of the premises.
- 2) Applicants will be required to submit Management Statements detailing how these issues will be addressed during the operation of the premises.

### ***DM10.1 New development***

To require all developments, including alterations and extensions to existing buildings, to be of a high standard of design and to avoid harm to the townscape and public realm, by ensuring that:

- a) the bulk and massing of schemes are appropriate in relation to their surroundings and have due regard to the general scale, height, building lines, character, historic interest and significance, urban grain and materials of the locality and relate well to the character of streets, squares, lanes, alleys and passageways;
- b) all development is of a high standard of design and architectural detail with elevations that have an appropriate depth and quality of modelling;
- c) appropriate, high quality and durable materials are used;
- d) the design and materials avoid unacceptable wind impacts at street level or intrusive solar glare impacts on the surrounding townscape and public realm;
- e) development has attractive and visually interesting street level elevations, providing active frontages wherever possible to maintain or enhance the vitality of the City's streets;
- f) the design of the roof is visually integrated into the overall design of the building when seen from both street level views and higher level viewpoints;
- g) plant and building services equipment are fully screened from view and integrated in to the design of the building. Installations that would adversely affect the character, appearance or amenities of the buildings or area will be resisted;
- h) servicing entrances are designed to minimise their effects on the appearance of the building and street scene and are fully integrated into the building's design;
- i) there is provision of appropriate hard and soft landscaping, including appropriate boundary treatments;
- j) the external illumination of buildings is carefully designed to ensure visual sensitivity, minimal energy use and light pollution, and the discreet integration of light fittings into the building design;
- k) there is provision of amenity space, where appropriate;

l) there is the highest standard of accessible and inclusive design.

### ***DM10.2 Design of green roofs and walls***

1) To encourage the installation of green roofs on all appropriate developments. On each building the maximum practicable coverage of green roof should be achieved. Extensive green roofs are preferred and their design should aim to maximise the roof's environmental benefits, including biodiversity, run-off attenuation and building insulation.

2) To encourage the installation of green walls in appropriate locations, and to ensure that they are satisfactorily maintained.

### ***DM10.3 Roof gardens and terraces***

1) To encourage high quality roof gardens and terraces where they do not:

- a) immediately overlook residential premises;
- b) adversely affect rooflines or roof profiles;
- c) result in the loss of historic or locally distinctive roof forms, features or coverings;
- d) impact on identified views.

2) Public access will be sought where feasible in new development.

### ***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.

#### ***DM10.7 Daylight and sunlight***

- 1) To resist development which would reduce noticeably the daylight and sunlight available to nearby dwellings and open spaces to unacceptable levels, taking account of the Building Research Establishment's guidelines.
- 2) The design of new developments should allow for the lighting needs of intended occupiers and provide acceptable levels of daylight and sunlight.

#### ***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.

#### ***DM11.1 Protection of Visitor, Arts and Cultural Facilities***

- 1) To resist the loss of existing visitor, arts and cultural facilities unless:
  - a) replacement facilities are provided on-site or within the vicinity which meet the needs of the City's communities; or
  - b) they can be delivered from other facilities without leading to or increasing any shortfall in provision, and it has been demonstrated that there is no demand for another similar use on the site; or
  - c) it has been demonstrated that there is no realistic prospect of the premises being used for a similar purpose in the foreseeable future.

2) Proposals resulting in the loss of visitor, arts and cultural facilities must be accompanied by evidence of the lack of need for those facilities. Loss of facilities will only be permitted where it has been demonstrated that the existing floorspace has been actively marketed as a visitor, arts or cultural facility at reasonable terms.

### ***DM11.2 Public Art***

To enhance the City's public realm and distinctive identity by:

- a) protecting existing works of art and other objects of cultural significance and encouraging the provision of additional works in appropriate locations;
- b) ensuring that financial provision is made for the future maintenance of new public art;
- c) requiring the appropriate reinstatement or re-siting of art works and other objects of cultural significance when buildings are redeveloped.

### ***DM12.1 Change affecting heritage assets***

1. To sustain and enhance heritage assets, their settings and significance.
2. Development proposals, including proposals for telecommunications infrastructure, that have an effect upon heritage assets, including their settings, should be accompanied by supporting information to assess and evaluate the significance of heritage assets and the degree of impact caused by the development.
3. The loss of routes and spaces that contribute to the character and historic interest of the City will be resisted.
4. Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings.
5. Proposals for sustainable development, including the incorporation of climate change adaptation measures, must be sensitive to heritage assets.

### ***DM12.2 Development in conservation areas***

1. Development in conservation areas will only be permitted if it preserves and enhances the character or appearance of the conservation area.
2. The loss of heritage assets that make a positive contribution to the character or appearance of a conservation area will be resisted.
3. Where permission is granted for the demolition of a building in a conservation area, conditions will be imposed preventing demolition commencing prior to the approval of detailed plans of any replacement building, and ensuring that the developer has secured the implementation of the construction of the replacement building.

### ***DM12.3 Listed buildings***

1. To resist the demolition of listed buildings.

2. To grant consent for the alteration or change of use of a listed building only where this would not detract from its special architectural or historic interest, character and significance or its setting.

#### ***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.

#### ***DM15.1 Sustainability requirements***

1. Sustainability Statements must be submitted with all planning applications in order to ensure that sustainability is integrated into designs for all development.

2. For major development (including new development and refurbishment) the Sustainability Statement should include as a minimum:

a) BREEAM or Code for Sustainable Homes pre-assessment;

b) an energy statement in line with London Plan requirements;

c) demonstration of climate change resilience measures.

3. BREEAM or Code for Sustainable Homes assessments should demonstrate sustainability in aspects which are of particular significance in the City's high density urban environment. Developers should aim to achieve the maximum possible credits to address the City's priorities.

4. Innovative sustainability solutions will be encouraged to ensure that the City's buildings remain at the forefront of sustainable building design. Details should be included in the Sustainability Statement.

5. Planning conditions will be used to ensure that Local Plan assessment targets are met.

#### ***DM15.2 Energy and CO2 emissions***

1. Development design must take account of location, building orientation, internal layouts and landscaping to reduce likely energy consumption.

2. For all major development energy assessments must be submitted with the application demonstrating:

- a) energy efficiency - showing the maximum improvement over current Building Regulations to achieve the required Fabric Energy Efficiency Standards;
- b) carbon compliance levels required to meet national targets for zero carbon development using low and zero carbon technologies, where feasible;
- c) where on-site carbon emission reduction is unviable, offsetting of residual CO2 emissions through "allowable solutions" for the lifetime of the building to achieve national targets for zero-carbon homes and non-domestic buildings. Achievement of zero carbon buildings in advance of national target dates will be encouraged;
- d) anticipated residual power loads and routes for supply.

### ***DM15.3 Low and zero carbon technologies***

1. For development with a peak heat demand of 100 kilowatts or more developers should investigate the feasibility and viability of connecting to existing decentralised energy networks. This should include investigation of the potential for extensions of existing heating and cooling networks to serve the development and development of new networks where existing networks are not available. Connection routes should be designed into the development where feasible and connection infrastructure should be incorporated wherever it is viable.
2. Where connection to offsite decentralised energy networks is not feasible, installation of on-site CCHP and the potential to create new localised decentralised energy infrastructure through the export of excess heat must be considered
3. Where connection is not feasible or viable, all development with a peak heat demand of 100 kilowatts or more should be designed to enable connection to potential future decentralised energy networks.
4. Other low and zero carbon technologies must be evaluated. Non combustion based technologies should be prioritised in order to avoid adverse impacts on air quality.

### ***DM15.4 Offsetting carbon emissions***

1. All feasible and viable on-site or near-site options for carbon emission reduction must be applied before consideration of offsetting. Any remaining carbon emissions calculated for the lifetime of the building that cannot be mitigated on-site will need to be offset using "allowable solutions".
2. Where carbon targets cannot be met on-site the City Corporation will require carbon abatement elsewhere or a financial contribution, negotiated through a S106 planning obligation to be made to an approved carbon offsetting scheme.
3. Offsetting may also be applied to other resources including water resources and rainwater run-off to meet sustainability targets off-site where on-site compliance is not feasible.

### ***DM15.5 Climate change resilience***

1. Developers will be required to demonstrate through Sustainability Statements that all major developments are resilient to the predicted climate conditions during the building's lifetime.

2. Building designs should minimise any contribution to the urban heat island effect caused by heat retention and waste heat expulsion in the built environment.

#### ***DM15.6 Air quality***

1. Developers will be required to consider the impact of their proposals on air quality and, where appropriate, provide an Air Quality Impact Assessment.

2. Development that would result in deterioration of the City's nitrogen dioxide or PM10 pollution levels will be resisted.

3. Major developments will be required to maximise credits for the pollution section of the BREEAM or Code for Sustainable Homes assessment relating to on-site emissions of oxides of nitrogen (NOx).

4. Developers will be encouraged to install non-combustion low and zero carbon energy technology. A detailed air quality impact assessment will be required for combustion based low and zero carbon technologies, such as CHP plant and biomass or biofuel boilers, and necessary mitigation must be approved by the City Corporation.

5. Construction and deconstruction and the transport of construction materials and waste must be carried out in such a way as to minimise air quality impacts.

6. Air intake points should be located away from existing and potential pollution sources (e.g. busy roads and combustion flues). All combustion flues should terminate above the roof height of the tallest building in the development in order to ensure maximum dispersion of pollutants.

#### ***DM15.7 Noise and light pollution***

1. Developers will be required to consider the impact of their developments on the noise environment and where appropriate provide a noise assessment. The layout, orientation, design and use of buildings should ensure that operational noise does not adversely affect neighbours, particularly noise-sensitive land uses such as housing, hospitals, schools and quiet open spaces.

2. Any potential noise conflict between existing activities and new development should be minimised. Where the avoidance of noise conflicts is impractical, mitigation measures such as noise attenuation and restrictions on operating hours will be implemented through appropriate planning conditions.

3. Noise and vibration from deconstruction and construction activities must be minimised and mitigation measures put in place to limit noise disturbance in the vicinity of the development.



4. Developers will be required to demonstrate that there will be no increase in background noise levels associated with new plant and equipment.

5. Internal and external lighting should be designed to reduce energy consumption, avoid spillage of light beyond where it is needed and protect the amenity of light-sensitive uses such as housing, hospitals and areas of importance for nature conservation.

#### ***DM15.8 Contaminated land and water quality***

Where development involves ground works or the creation of open spaces, developers will be expected to carry out a detailed site investigation to establish whether the site is contaminated and to determine the potential for pollution of the water environment or harm to human health and non-human receptors. Suitable mitigation must be identified to remediate any contaminated land and prevent potential adverse impacts of the development on human and non-human receptors, land or water quality.

#### ***DM16.1 Transport impacts of development***

1. Development proposals that are likely to have effects on transport must be accompanied by an assessment of the transport implications during both construction and operation, in particular addressing impacts on:

- a) road dangers;
- b) pedestrian environment and movement;
- c) cycling infrastructure provision;
- d) public transport;
- e) the street network.

2. Transport Assessments and Travel Plans should be used to demonstrate adherence to the City Corporation's transportation standards.

#### ***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.

### ***DM16.3 Cycle parking***

1. On-site cycle parking must be provided in accordance with the local standards set out in Table 16.2 or, for other land uses, with the standards of the London Plan. Applicants will be encouraged to exceed the standards set out in Table 16.2.

2. On-street cycle parking in suitable locations will be encouraged to meet the needs of cyclists.

### ***DM16.4 Encouraging active travel***

1. Ancillary facilities must be provided within new and refurbished buildings to support active transport modes such as walking, cycling and running. All commercial development should make sufficient provision for showers, changing areas and lockers/storage to cater for employees wishing to engage in active travel.

2. Where facilities are to be shared with a number of activities they should be conveniently located to serve all proposed activities.

### ***DM16.5 Parking and servicing standards***

1. Developments in the City should be car-free except for designated Blue Badge spaces. Where other car parking is exceptionally provided it must not exceed London Plan's standards.

2. Designated parking must be provided for Blue Badge holders within developments in conformity with London Plan requirements and must be marked out and reserved at all times for their use. Disabled parking spaces must be at least 2.4m wide and at least 4.8m long and with reserved areas at least 1.2m wide, marked out between the parking spaces and at the rear of the parking spaces.

3. Except for dwelling houses (use class C3), whenever any car parking spaces (other than designated Blue Badge parking) are provided, motor cycle parking must be

provided at a ratio of 10 motor cycle parking spaces per 1 car parking space. At least 50% of motor cycle parking spaces must be at least 2.3m long and at least 0.9m wide and all motor cycle parking spaces must be at least 2.0m long and at least 0.8m wide.

4. On site servicing areas should be provided to allow all goods and refuse collection vehicles likely to service the development at the same time to be conveniently loaded and unloaded. Such servicing areas should provide sufficient space or facilities for all vehicles to enter and exit the site in a forward gear. Headroom of at least 5m where skips are to be lifted and 4.75m for all other vehicle circulation areas should be provided.

5. Coach parking facilities for hotels (use class C1) will not be permitted.

6. All off-street car parking spaces and servicing areas must be equipped with the facility to conveniently recharge electric vehicles.

7. Taxi ranks are encouraged at key locations, such as stations, hotels and shopping centres. The provision of taxi ranks should be designed to occupy the minimum practicable space, using a combined entry and exit point to avoid obstruction to other transport modes.

#### ***DM17.1 Provision for waste***

1. Waste facilities must be integrated into the design of buildings, wherever feasible, and allow for the separate storage and collection of recyclable materials, including compostable material.

2. On-site waste management, through techniques such as recycle sorting or energy recovery, which minimises the need for waste transfer, should be incorporated wherever possible.

#### ***DM17.2 Designing out construction waste***

New development should be designed to minimise the impact of deconstruction and construction waste on the environment through:

- a) reuse of existing structures;
- b) building design which minimises wastage and makes use of recycled materials;
- c) recycling of deconstruction waste for reuse on site where feasible;
- d) transport of waste and construction materials by rail or river wherever practicable;
- e) application of current best practice with regard to air quality, dust, hazardous waste, waste handling and waste management .

#### ***DM18.1 Development in Flood Risk Area***

1. Where development is proposed within the City Flood Risk Area evidence must be presented to demonstrate that:

- a) the site is suitable for the intended use (see table 18.1), in accordance with Environment Agency and Lead Local Flood Authority advice;
- b) the benefits of the development outweigh the flood risk to future occupants;
- c) the development will be safe for occupants and visitors and will not compromise the safety of other premises or increase the risk of flooding elsewhere.

2. Development proposals, including change of use, must be accompanied by a site-specific flood risk assessment for:

- a) all sites within the City Flood Risk Area as shown on the Policies Map; and
- b) all major development elsewhere in the City.

3. Site specific flood risk assessments must address the risk of flooding from all sources and take account of the City of London Strategic Flood Risk Assessment. Necessary mitigation measures must be designed into and integrated with the development and may be required to provide protection from flooding for properties beyond the site boundaries, where feasible and viable.

4. Where development is within the City Flood Risk Area, the most vulnerable uses must be located in those parts of the development which are at least risk. Safe access and egress routes must be identified.

5. For minor development outside the City Flood Risk Area, an appropriate flood risk statement may be included in the Design and Access Statement.

6. Flood resistant and resilient designs which reduce the impact of flooding and enable efficient recovery and business continuity will be encouraged.

#### ***DM18.2 Sustainable drainage systems***

1. The design of the surface water drainage system should be integrated into the design of proposed buildings or landscaping, where feasible and practical, and should follow the SuDS management train (Fig T) and London Plan drainage hierarchy.

2. SuDS designs must take account of the City's archaeological heritage, complex underground utilities, transport infrastructure and other underground structures, incorporating suitable SuDS elements for the City's high density urban situation.

3. SuDS should be designed, where possible, to maximise contributions to water resource efficiency, biodiversity enhancement and the provision of multifunctional open spaces.

#### ***DM19.1 Additional open space***

1. Major commercial and residential developments should provide new and enhanced open space where possible. Where on-site provision is not feasible, new or enhanced open space should be provided near the site, or elsewhere in the City.

2. New open space should:

a) be publicly accessible where feasible; this may be achieved through a legal agreement;

b) provide a high quality environment;

c) incorporate soft landscaping and Sustainable Drainage Systems, where practicable;

d) have regard to biodiversity and the creation of green corridors;

e) have regard to acoustic design to minimise noise and create tranquil spaces.

3. The use of vacant development sites to provide open space for a temporary period will be encouraged where feasible and appropriate.

### ***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.

### ***DM21.3 Residential environment***

1. The amenity of existing residents within identified residential areas will be protected by:

a) resisting other uses which would cause undue noise disturbance, fumes and smells and vehicle or pedestrian movements likely to cause disturbance;

b) requiring new development near existing dwellings to demonstrate adequate mitigation measures to address detrimental impact.

2. Noise-generating uses should be sited away from residential uses, where possible. Where residential and other uses are located within the same development or area, adequate noise mitigation measures must be provided and, where required, planning conditions will be imposed to protect residential amenity.

3. All development proposals should be designed to avoid overlooking and seek to protect the privacy, day lighting and sun lighting levels to adjacent residential accommodation.

4. All new residential development proposals must demonstrate how potential adverse noise impacts on and between dwellings will be mitigated by housing layout, design and materials.

5. The cumulative impact of individual developments on the amenity of existing residents will be considered.

### **London Plan Policies**

- Policy GG1: Building Strong and Inclusive Communities
- Policy GG2 :Making the Best Use of Land
- Policy GG3: Creating a Healthy City
- Policy GG5: Growing a Good Economy
- Policy GG6: Increasing Efficiency and Resilience
- Policy SD4: The Central Activities Zone (CAZ)
- Policy SD5: Offices, and Other Strategic Functions and Residential Development in the CAZ
- Policy D1: London's Form, Character and Capacity for Growth
- Policy D2: Infrastructure Requirements for Sustainable Densities
- Policy D3: Optimising Site Capacity through the Design-led approach
- Policy D4: Delivering Good Design
- Policy D5: Inclusive Design
- Policy D8: Public Realm
- Policy D10: Basement Development
- Policy D11: Safety, Security and Resilience to Emergency
- Policy D12: Fire Safety
- Policy D14: Noise
- Policy S6: Public Toilets
- Policy E1: Offices
- Policy E10: Visitor Infrastructure

- Policy E11: Skills and Opportunities for All
- Policy HC1: Heritage Conservation and Growth
- Policy HC2: World Heritage Sites
- Policy HC3: Strategic and Local Views
- Policy HC4 London View Management Framework
- Policy HC5: Supporting London's Culture and Creative Industries
- Policy G5: Urban Greening
- Policy G6: Biodiversity and Access to Nature
- Policy G7: Trees and Woodlands
- Policy SI1: Improving Air Quality
- Policy SI2: Minimising Greenhouse Gas Emissions
- Policy SI3: Energy Infrastructure
- Policy SI4: Managing Heat Risk
- Policy SI5: Water Infrastructure
- Policy SI7: Reducing Waste and Supporting the Circular Economy
- Policy SI8: Waste Capacity and Net Waste Self-sufficiency
- Policy SI13: Sustainable Drainage
- Policy T1: Strategic Approach to Transport
- Policy T2: Healthy Streets
- Policy T3: Transport Capacity, Connectivity and Safeguarding
- Policy T4: Assessing and Mitigating Transport Impacts
- Policy T5: Cycling
- Policy T6: Car Parking
- Policy T7: Deliveries, Servicing and Construction
- Policy T9: Funding Transport Infrastructure through Planning

**Relevant GLA Supplementary Planning Guidance (SPG):**

- Accessible London: Achieving an Inclusive Environment SPG (October 2014);

- Control of Dust and Emissions during Construction and Demolition SPG (September 2014);
- Sustainable Design and Construction (September 2014);
- Social Infrastructure (May 2015);
- Culture and Night-Time Economy SPG (November 2017);
- London Environment Strategy (May 2018);
- Cultural Strategy (2018);
- Mayoral CIL 2 Charging Schedule (April 2019);
- Central Activities Zone (March 2016);
- Mayor's Transport Strategy (2018) .

#### **Relevant City Corporation Guidance and Supplementary Planning Documents (SPDs)**

- Air Quality SPD (July 2017);
- Archaeology and Development Guidance SPD (July 2017);
- City of London Lighting SPD (October 2023);
- City Transport Strategy (May 2019);
- City Waste Strategy 2013-2020 (January 2014);
- Protected Views SPD (January 2012);
- Preventing Suicides in High Rise Buildings and Structures Planning Advice Note (April 2022)
- Planning Obligations SPD (July 2014);
- Open Space Strategy (2016);
- Office Use SPD (2015);
- City Public Realm (2016);
- Cultural Strategy 2018 – 2022 (2018);
- Chancery Lane Conservation Area, Character Summary & Management Strategy SPD (February 2016);
- Fleet Street Area, Healthy Streets Plan (2023).



## **Relevant Draft City Plan 2040 Policies**

- **Strategic Policy S1: Healthy and Inclusive City**
- Policy HL1: Inclusive Buildings and Spaces
- Policy HL2: Air Quality
- Policy HL3: Noise
- Policy HL4: Contaminated Land and Water Quality
- Policy HL6: Public toilets
- Policy HL9: Health Impact Assessments
- **Strategic Policy S2: Safe and Secure City**
- Policy SA1: Publicly Accessible Locations
- Policy SA2: Dispersal Routes
- Policy SA3: Designing in Security
- **Strategic Policy S3: Housing**
- Policy HS3: Residential Environment
- **Strategic Policy S4: Offices**
- Policy OF1: Office Development
- Policy OF2: Protection of Existing Office Floorspace
- **Strategic Policy S5: Retail**
- Policy RE2: Active frontages
- **Strategic Policy S6: Culture and Visitors**
- Policy CV2: Provision of Arts, Culture and Leisure Facilities
- Policy CV3: Provision of Visitor Facilities
- Policy CV5: Evening and Nigh-Time Economy
- Policy CV6: Public Art
- **Strategic Policy S7: Infrastructure and Utilities**
- Policy IN1: Infrastructure Provision and Connection
- Policy IN2: Infrastructure Capacity
- Policy IN3: Pipe Subways

- **Strategic Policy S8: Design**
- Policy DE1: Sustainable Design
- Policy DE2: Design Quality
- Policy DE3: Public Realm
- Policy DE4: Terraces and viewing galleries
- Policy DE7: Daylight and Sunlight
- Policy DE8: Lighting
- **Strategic Policy S9: Transport and Servicing**
- Policy VT1: The Impacts of Development on Transport
- Policy VT2: Freight and Servicing
- Policy VT3: Vehicle Parking
- **Strategic Policy S10: Active Travel and Healthy Streets**
- Policy AT1: Pedestrian Movement, Permeability and Wayfinding
- Policy AT2: Active Travel Including Cycling
- Policy AT3: Cycle Parking
- **Strategic Policy S11: Historic Environment**
- Policy HE1: Managing Change to the Historic Environment
- Policy HE2: Ancient Monuments and Archaeology
- **Strategic Policy S13: Protected Views**
- **Strategic Policy S14: Open spaces and Green Infrastructure**
- Policy OS1: Protection and Provision of Open Spaces
- Policy OS2: Urban greening
- Policy OS3: Biodiversity
- Policy OS4: Biodiversity Net Gain
- Policy OS5: Trees
- **Strategic Policy S15: Climate Resilience and Flood Risk**
- Policy CR1: Overheating and Urban Heat Island Effect
- Policy CR2: Flood Risk

- Policy CR3: Sustainable Drainage Systems (SuDS)
- **Strategic Policy S16: Circular Economy and Waste**
- Policy CE1: Sustainable Waste Facilities and Transport
- **Strategic Policy S26: Planning Contributions**

## SCHEDULE

APPLICATION: 23/01322/FULMAJ

### 38-41 Furnival Street & 31-33 High Holborn

**Change of use of existing deep level tunnels (Sui Generis) to visitor and cultural attraction (Use Class F1(b)(c)), including bar (Sui Generis); demolition and reconstruction of existing building at 38-39 Furnival Street; redevelopment of 40-41 Furnival Street, for the principal visitor attraction pedestrian entrance at ground floor, with ancillary retail at first and second floor levels and ancillary offices at third and fourth levels, excavation of additional basement levels at 40-41 Furnival Street and 38-39 Furnival Street, and widening of lift shaft at 38-39 Furnival Street; creation of new, pedestrian entrance at 31-33 High Holborn, to provide secondary visitor attraction entrance (including principal bar entrance), deepening of lift shaft at 31-33 High Holborn; provision of ancillary cycle parking, substation, servicing and plant, and other associated works (Duplicate application submitted to the London Borough of Camden as the site area extends across the borough boundary). Re-consultation: Due to amended details.**

## 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.

### Use Class

2. The entirety of the site, save for the bar, hereby approved shall be used for Visitor and Cultural Attraction (Use Class F1 (b)(c)), including any ancillary spaces, and for no other purpose (including any other purpose within Class F of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended by the Town and Country Planning (Use Classes)(Amendment)(England) Regulations 2020) or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

REASON: To ensure City of London's contribution to London's world-class cultural offer in accordance with the following policy of the draft City Plan 2040: S6.

### Floor Areas

3. The development shall provide (all figures GIA and excluding plant):

- 10,341sq.m Visitor and Cultural Attraction (Class F1(b)(c));

- 284 sq.m Bar Use (Sui Generis);

REASON: To ensure the development is carried out in accordance with the approved plans.

#### Operation hours

4. The permanent Visitor and Cultural Attraction (Use Class F1(b)(c)) hereby permitted shall not be open to customers between the hours of 8pm on one day and 10am on the following day.

REASON: To safeguard the amenity of the adjoining premises and the area generally in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

#### Design and Heritage

5. 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) particulars and samples of the materials to be used on all external faces of the building including details of compliance with the approved Circular Economy Strategy;
- b) construction of 1:1 sample material and facade panels of agreed sections of the facades;
- c) detailed drawings of a scale no less than 1:20, in plan, section and elevation, of agreed typical bays;
- d) details of all new ground floor elevations including all entrances, service doors, crane, soffits, and information boards;
- e) Details of new entrance;
- f) details of all new flanking elevations;
- g) irrespective of approved drawings, details of plant screening including the 5<sup>th</sup> elevation;
- h) details of terrace including all elevations, hard and soft landscaping, entrances, fenestration, planters, seating, lighting, soffit, drainage, irrigation and any infrastructure required
- i) details of railings, balustrades, ramps, screens, handrails etc, bounding or within the site;
- j) details of the integration of window cleaning equipment and the garaging thereof, plant, flues, and other excrescences at roof level including within the plant room;
- k) details of the integration of M&E and building services into the external envelope;

- l) details of external ducts, vents, louvres and extracts;
- m) details of signage for all aspects of the building;
- n) Details of access to the roof for cleaning and maintenance, including details of mansafe equipment.

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, DM10.5, DM12.2 and emerging policies SE1, DE2, DE6 and HE1 of the Draft City Plan 2036.

6. Prior to the commencement of relevant works, a method statement shall be submitted to and approved by the local planning authority setting out the methodology for the dismantlement, storing and reconstructing the brick façade of No.38-39 Furnival Street including the concrete grill. The development shall be carried out in accordance with the approved details.

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: DM10.1, DM12.2, DM12.3.

### Archaeology

7. No demolition or development shall take place until a stage 1 written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake they're great works.

If heritage assets of archaeological interest are identified by stage 1 then for those parts of the site would have archaeological interest a state 2 WSI shall be submitted to and approved by the local planning authority in writing. For land that is included within the stage 2 WSI, no demolition/development shall take place other than in accordance with the agreed stage 2 WSI with cell include:

- A. the statement off significance and the research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works
- B. where appropriate, details of a programme for delivering related positive public benefits
- C. the programme for post investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

No demolition shall take place until a written scheme of historic building investigation (WSI) has been submitted to and approved by the local planning authority in writing. For buildings that are included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, which shall include this statement of significance and research objectives, and

a. the programme and methodology of historic building investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works

b. the programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the conditions shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

REASON: To safeguard the archaeological interest on this site and the preservation of archaeological remains following archaeological investigation in accordance with the following policy of the Local Plan: DM12.4.

#### Public Access and Inclusivity

8. Before any construction work hereby permitted are begun, details of the proposed lifts shall be submitted to and approved in writing by the local planning authority. The development shall then be implemented in accordance with the approved details and be retained as such in perpetuity.

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. These details are required prior to construction work commencing in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

9. Prior to the commencement of works including demolition, a site condition survey of the adjacent highways and other land at the perimeter of the site shall be carried out and details must be submitted to and approved in writing by the local planning authority. Proposed finished floor levels at basement and threshold ground floor (threshold review) levels in relation to the existing Ordnance Datum levels of the adjoining streets and open spaces, must be submitted and agreed with the Highways Authority. The development shall be carried out in accordance with the approved levels unless otherwise agreed in writing by the local planning authority.

REASON: To ensure continuity between the level of existing streets and the finished floor levels in the proposed building and to ensure a satisfactory treatment at ground level in accordance with the following policies of the Local Plan: DM10.8, DM16.2. These details are required prior to commencement in order that a record is made of the conditions prior to changes caused by the

development and that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

10. Before any construction work hereby permitted are begun, a scheme indicating the provision to be made for disabled people to gain access to all areas shall be submitted to and approved in writing by the Local Planning Authority. The agreed scheme shall be implemented in accordance with the approved details before the development hereby permitted is brought into use.

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. These details are required prior to construction work commencing in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

11. The threshold of the private public realm and public route entrances shall be at the same level as the rear of the adjoining footway.

REASON: To maintain a level passage for pedestrians in accordance with the following policies of the Local Plan: DM10.8, DM16.2.

12. Prior to the occupation of the building, the applicant is required to submit to the Local Planning Authority for approval of a wayfinding strategy. The developer is to consider the implementation or removal of legible London signage within the site and surrounding locations including transport nodes and tube stations. The applicant shall have agreed terms and extent of the works with TfL, prior to submission.

REASON: In the interests of visual amenity and satisfactory pedestrian circulation of the site, in accordance with the following policies of the Local Plan: DM10.1, DM19.2.

13. Prior to the occupation of the building, a Signage and Wayfinding Strategy, highlighting and signposting destinations, accessible routes and facilities, cycle parking, cultural exhibition areas and any other relevant facilities shall be submitted to and approved in writing by the Local Planning Authority. The strategy should include details of navigation on the site and should be designed with reference to guidance in PAS 6463: Design for the Mind and following the principle of 'two senses'.

REASON: To support inclusion, public access, legibility and wayfinding in accordance with the following policies of the Local Plan: CS10, DM10.1, DM10.4, DM10.8, CS11, DM16.2 and DM16.4.

### Construction

14. Demolition works shall not begin until a Deconstruction Logistics Plan to manage all freight vehicle movements to and from the site during



deconstruction of the existing building(s) has been submitted to and approved in writing by the Local Planning Authority. The Deconstruction Logistics Plan shall be completed in accordance with the Mayor of London's Construction Logistics Plan Guidance dated July 2017, and shall specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Community Safety (CLOCS) Standard. The Plan must demonstrate how Work Related Road Risk is to be managed. The demolition shall not be carried out otherwise than in accordance with the approved Deconstruction Logistics Plan or any approved amendments thereto as may be agreed in writing by the Local Planning Authority.

REASON: To ensure that demolition works do not have an adverse impact on public safety and the transport network in accordance with London Plan Policy 6.14 and the following policies of the Local Plan: DM15.6, DM16.1. These details are required prior to demolition work commencing in order that the impact on the transport network is minimised from the time that demolition starts.

15. Construction works shall not begin until a Construction Logistics Plan (CLP) has been submitted to and approved in writing by the Local Planning Authority, and in consultation with TfL. The CLP aims to manage all freight vehicle movements to and from the site during construction of the development. The plan must be in line with TfL's Construction Logistic Guidance, and shall specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Community Safety (CLOCS) Standard. The development shall not be carried out otherwise than in accordance with the approved CLP. Any amendments thereto must be agreed in writing by the Local Planning Authority.

REASON: To ensure that construction works do not have an adverse impact on public safety and the transport network in accordance with London Plan Policy 6.14 and the following policies of the Local Plan: DM15.6, DM16.1. These details are required prior to construction work commencing in order that the impact on the transport network is minimised from the time that construction starts.

### Cycle Parking

16. Details of the all long stay cycle parking and facilities linked to the cycle stores shall be submitted to and approved in writing by the Local Planning Authority, prior to the occupation of the building hereby permitted. Details shall include permanently installed pedal cycle racks sufficient to accommodate a minimum of 14 spaces including adaptable spaces with a range of cycle space types split across the two bike stores. The cycle parking spaces shall be designed in line with London Cycle Design Standards and shall be implemented prior to occupation of the building. All doors on the access to the parking area shall be

automated, push button or pressure pad operated. The cycle parking spaces and facilities shall be thereafter operated in accordance with the approved details for the life of the building.

REASON: To ensure provision is made for cycle parking and that the Local Planning Authority may be satisfied that the scheme provides a sustainable transport strategy and does not have an adverse impact on the transport network in accordance with the following policies of the Local Plan: DM16.1, DM 16.3, and emerging policy AT3 of the Draft City Plan 2040.

17. A minimum of 5% of the long stay cycle spaces shall be accessible for larger cycles, including adapted cycles for disabled people.

REASON: To ensure that satisfactory provision is made for people with disabilities in accordance with Local Plan policy DM10.8, London Plan policy TS cycling, emerging policy AT3 of the Draft City Plan 2040.

18. Details of mobility scooter storage within the ground floor bike store, to include fire-guarding as required, and accessible charging points at a minimum height of 400mm above floor level.

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.

### Section 153

19. No doors, gates or windows at ground floor level shall open over the public highway.

REASON: In the interests of public safety and to comply with section 153 of the Highways Act 1980.

### Refuse/ Recycling

20. The refuse/ recycling collection and storage facilities shown on the drawings hereby approved shall be provided and maintained throughout the life of the building for the use of all the occupiers.

REASON: To ensure the satisfactory servicing of the building in accordance with the following policy of the Local Plan: DM17.1.

21. On a daily basis, and outside of the opening hours for the exhibition spaces and ancillary areas hereby approved, the on-site FM team will transfer the bins from the main waste storage areas to a waste presentation area on Furnival Street. The waste management contractor appointed by the on-site FM team will collect the bins from the waste presentation area.

REASON: To ensure the satisfactory servicing of the building in accordance with the following policy of the Local Plan: DM17.1.

## TfL (Infrastructure Protection)

22. The development hereby permitted shall not commence until the following documents, in consultation with TfL Infrastructure Protection, have been submitted to and approved in writing by the local planning authority, which:

- a) provide details on the use of scaffold/tall plant i.e cranes and lifting equipment;
- b) accommodate ground movement impact on all identified LU assets arising from the development construction. A Ground Movement Assessment (GMA) should be submitted to TfL IP for approval;
- c) mitigate the effects of noise and vibration arising from the adjoining operations within the railway structures and tunnels;
- d) no works to commence near or on the boundary with London Underground assets until any party wall agreements required with TfL Engineering, TfL Property or TfL Legal have been agreed and signed by all parties. As shown on Title No. LN170205, London Underground own the Fulwood Place Vent Shaft and other assets located at 31-33 High Holborn;
- e) demonstrate that the Fulwood Place Vent Shaft and its ancillary equipment/facilities will not be impacted by the development.
- f) demonstrate that no ventilation or exhaust gases are discharged into TfL / LUL assets or airspace.
- g) demonstrate that TfL access to the vent shaft from Fulwood Place is not impeded or altered.

REASON: To ensure that the development does not impact on existing London Underground transport infrastructure, in accordance with London Plan 2021, draft London Plan policy T3 and 'Land for Industry and Transport' Supplementary Planning Guidance 2012.

## Air Quality

23. Prior to the installation of any generator. A report shall be submitted to show what alternatives have been considered including a secondary electrical power supply, battery backup or alternatively fuelled generators such as gas fired or hydrogen. The details of the proposed generator shall be submitted for approval. Where it is not possible to deploy alternatives, any diesel generators must be the latest Euro standard available. The generator shall be used solely on brief intermittent and exceptional occasions when required in response to a life-threatening emergency and for the testing necessary to meet that purpose and shall not be used at any other time.

REASON: In accordance with the following policy of the Local Plan: DM15.6 and to maintain local air quality and ensure that exhaust does not contribute to local air pollution, particularly nitrogen dioxide and particulates PM10, in

accordance with the City of London Air Quality Strategy 2019 and the London Plan Policies SI1 and SD4 D.

24. Unless otherwise agreed in writing by the local planning authority all combustion flues must terminate at least 1m above the highest roof in the development in order to ensure maximum dispersion of pollutants, and must be located away from ventilation intakes and accessible roof gardens and terraces. REASON: In order to ensure that the proposed development does not have a detrimental impact on occupiers of residential premises in the area and to maintain local air quality and ensure that exhaust does not contribute to local air pollution, particularly nitrogen dioxide and particulates PM10 and 2.5, in accordance with the City of London Air Quality Strategy 2019, Local Plan Policy DM15.6 and London Plan policy SI1.
25. Prior to the commencement of the development, the developer/ construction contractor shall sign up to the Non-Road Mobile Machinery Register. The development shall be carried out in accordance with the Mayor of London Control of Dust and Emissions during Construction and Demolition SPG July 2014 (Or any subsequent iterations) to ensure appropriate plant is used and that the emissions standards detailed in the SPG are met. An inventory of all NRMM used on site shall be maintained and provided to the Local Planning Authority upon request to demonstrate compliance with the regulations. REASON: To reduce the emissions of construction and demolition in accordance with the Mayor of London Control of Dust and Emissions during Construction and Demolition SPG July 2014 (or any updates thereof), Local Plan Policy DM15.6 and London Plan Policy SI1D. Compliance is required to be prior to commencement due to the potential impact at the beginning of the construction.
26. An Indoor Air Quality report should be submitted and approved in writing by the Local Planning Authority. The report should detail the air pollution environment within the deep level tunnels, and the requirement(s) to ensure suitable air quality is maintained for the proposed usage. REASON: In order to ensure the proposed development reduces exposure to poor air quality in accordance with the following policies: Local Plan policy DM15.6, London Plan policy SI1.

### Environmental Health

27. Before the development hereby permitted shall commence, unless otherwise agreed with the Local Planning Authority, the following works shall be undertaken in accordance with the requirements of DEFRA and the Environment Agency's Land Contamination Risk Management (LCRM) guidance and be submitted to City of London for approval with due

consideration given to impact of development works (including remediation) on off-site receptors, sustainable development, and future foreseeable events within the development lifespan (e.g., climate change and extreme weather events):

a) a preliminary risk assessment (PRA) shall be completed to identify the potential for contamination at the site, define the conceptual site model (CSM), and to identify and assess potential contaminant linkages associated with the proposed development.

b) an intrusive site investigation shall be carried out followed by an appropriate level of risk assessment to establish if the site is affected by contamination and to determine the potential for harm to human health and non-human receptors and pollution of controlled waters and the wider environment (e.g., groundwater dependent terrestrial ecosystems and statutory ecological receptors) associated with the development. The method and extent of this site investigation shall be based on the findings of the preliminary risk assessment (PRA), formulated in accordance with relevant British Standards, and be agreed in writing with the Local Planning Authority prior to commencement of the work.

c) A remediation strategy to include details of measures to prevent identified unacceptable risk to receptors from gross contamination (e.g. non aqueous phase liquid, asbestos containing material), soil contamination, pollution of controlled waters, and to bring the site to a condition suitable for the intended use including provisions for long term monitoring where required, shall then be submitted to and approved in writing by the Local Planning Authority before the development commences . The remediation scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation and that the site is suitable for its intended use. The development shall proceed in strict accordance with the measures approved.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, to prevent pollution of the water environment, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with the Local Plan DM15.8. These details are required prior to commencement in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

28. Prior to occupation and unless otherwise agreed with the Local Planning Authority, a verification report produced in accordance with LCRM and other associated guidance detailing the remediation measures completed and final condition of the site must be submitted to and approved in writing by the Local Planning Authority. The developer must include a statement to confirm that the

site development is safe, suitable for its intended use, and would not be considered under Part 2A of the Environmental Protection Act 1990.

REASON: To ensure that the development is safe and suitable for its intended use for the future users of the land, neighbouring land, and that risks to controlled waters, property and ecological systems are minimised, in accordance with the Local Plan DM15.8. These details are required prior to occupation in order that appropriate evidence of the remedial works is agreed and accepted by the Local Planning Authority prior to any potential exposure of occupiers or harm to the environment from land contamination.

29. Should unexpected contamination be identified during development hereby approved, the Local Planning Authority must be notified in writing within five working days. An investigation and risk assessment must be undertaken in accordance with the requirements of DEFRA and the Environment Agency's Land Contamination Risk Management.

Where remediation is necessary a detailed remediation scheme to bring the site to a condition suitable for the intended use must be submitted to and approved in writing by the Local Planning Authority. Unless otherwise agreed in writing by the Local Planning Authority the remediation scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Following completion of measures identified in the approved remediation scheme a verification report must be submitted to and approved in writing of the Local Planning Authority.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with the Local Plan DM15.8. These details are required prior to commencement in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

30. No part of the roof areas except those shown as roof terraces on the drawings hereby approved shall be used or accessed by occupiers of the building, other than in the case of emergency or for maintenance purposes.

REASON: To safeguard the amenity of the adjoining premises and the area generally in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

31. No live or recorded music that can be heard outside the premises shall be played.

REASON: To safeguard the amenity of the adjoining premises and the area generally in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

32. No servicing of the premises shall be carried out between the hours of 23:00 on one day and 07:00 on the following day from Monday to Saturday and between 23:00 on Saturday and 07:00 on the following Monday and on Bank Holidays. Servicing includes the loading and unloading of goods from vehicles and putting rubbish outside the building.

REASON: To avoid obstruction of the surrounding streets and to safeguard the amenity of the occupiers of adjacent premises, in accordance with the following policies of the Local Plan: DM15.7, DM16.2, DM21.3.

33. The roof terrace on level 4 hereby permitted shall not be used or accessed between the hours of 20:00 on one day and 08:00 on the following day and not at any time on Sundays or Bank Holidays, other than in the case of emergency.

REASON: To safeguard the amenity of the adjoining premises and the area generally in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

34. No amplified or other music shall be played on the roof terraces.

REASON: To safeguard the amenity of the adjoining premises and the area generally in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

35. There shall be no promoted events on the premises. A promoted event for this purpose, is an event involving music and dancing where the musical entertainment is provided at any time by a disc jockey or disc jockeys one or some of whom are not employees of the premises licence holder and the event is promoted to the general public.

REASON: To safeguard the amenity of the adjoining premises and the area generally in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

36. (a) The level of noise emitted from any new plant shall be lower than the existing background level by at least 10 dBA. Noise levels shall be determined at one metre from the window of the nearest noise sensitive premises. The background noise level shall be expressed as the lowest LA90 (10 minutes) during which plant is or may be in operation.

(b) Following installation but before the new plant comes into operation measurements of noise from the new plant must be taken and a report demonstrating that the plant as installed meets the design requirements shall be submitted to and approved in writing by the Local Planning Authority.

(c) All constituent parts of the new plant shall be maintained and replaced in whole or in part as often is required to ensure compliance with the noise levels approved by the Local Planning Authority.

REASON: To protect the amenities of neighbouring residential/commercial occupiers in accordance with the following policies of the Local Plan: DM15.7, DM21.3.

37. There shall be no demolition on the site until a scheme for protecting nearby residents and commercial occupiers from noise, dust and other environmental effects has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be based on the Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites and arrangements for liaison and monitoring (including any agreed monitoring contribution) set out therein. A staged scheme of protective works may be submitted in respect of individual stages of the demolition process but no works in any individual stage shall be commenced until the related scheme of protective works has been submitted to and approved in writing by the Local Planning Authority. The demolition shall not be carried out other than in accordance with the approved scheme (including payment of any agreed monitoring contribution).

REASON: In the interests of public safety and to ensure a minimal effect on the amenities of neighbouring premises and the transport network in accordance with the following policies of the Local Plan: DM15.6, DM15.7, DM21.3. These details are required prior to demolition in order that the impact on amenities is minimised from the time that development starts.

38. There shall be no construction on the site until a scheme for protecting nearby residents and commercial occupiers from noise, dust and other environmental effects during construction has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be based on the Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites and arrangements for liaison and monitoring (including any agreed monitoring contribution) set out therein. A staged scheme of protective works may be submitted in respect of individual stages of the construction process but no works in any individual stage shall be commenced until the related scheme of protective works has been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved scheme (including payment of any agreed monitoring contribution).

REASON: In the interests of public safety and to ensure a minimal effect on the amenities of neighbouring premises and the transport network in accordance with the following policies of the Local Plan: DM15.6, DM15.7, DM21.3. These details are required prior to demolition in order that the impact on amenities is minimised from the time that the construction starts.



39. Before any mechanical plant is used on the premises it shall be mounted in a way which will minimise transmission of structure borne sound or vibration to any other part of the building in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

REASON: In order to protect the amenities of commercial occupiers in the building in accordance following policy of the Local Plan: DM15.7.

40. Before any piling or construction of basements is commenced a scheme for the provision of sewer vents within the building shall be submitted to and approved in writing by the local planning authority. Unless otherwise agreed in writing by the local planning authority the agreed scheme for the provision of sewer vents shall be implemented and brought into operation before the development is occupied and shall be so maintained for the life of the building.

REASON: To vent sewerage odour from (or substantially from) the development hereby permitted and mitigate any adverse air pollution or environmental conditions in order to protect the amenity of the area in accordance with the following policy of the Local Plan: DM10.1. These details are required prior to piling or construction work commencing in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

41. Prior to the commencement of development the developer/construction contractor shall sign up to the Non-Road Mobile Machinery Register. The development shall be carried out in accordance with the NRMM Regulations and the inventory of all NRMM used on site shall be maintained and provided to the Local Planning Authority upon request to demonstrate compliance with the regulations.

REASON: To reduce the emissions of construction and demolition in accordance with the Mayor of London Control of Dust and Emissions during Construction and Demolition SPG July 2014. Compliance is required to be prior to commencement due to the potential impact at the beginning of the construction.

42. All parts of the ventilation and extraction equipment including the odour control systems installed shall be cleaned, serviced and maintained in accordance with Section 5 of 'Control of Odour & Noise from Commercial Kitchen Extract Systems' dated September 2018 by EMAQ+ (or any subsequent updated version). A record of all such cleaning, servicing and maintenance shall be maintained and kept on site and upon request provided to the Local Planning Authority to demonstrate compliance.

REASON: To protect the occupiers of existing and adjoining premises and public amenity in accordance with Policies DM 10.1, DM 15.7 and DM 21.3.

## Lighting Strategy

43. Prior to the commencement of the relevant works, a full Lighting Strategy and a Technical Lighting Design shall be submitted to and approved in writing by the Local Planning Authority, which should include full details of:

- a. all luminaires both decorative, functional or ambient (including associated infrastructure);
- b. lighting layouts;
- c. a lighting control methodology;
- d. proposed operational timings and associated design and management measures to reduce the impact on the local environment and residential amenity including light pollution, light spill, and potential harm to local ecologies;
- e. all external, semi-external and public-facing parts of the building and of any internal lighting in relation spaces and terraces so far that it creates visual or actual physical impact on the lit context to show how the facade and/or the lighting has been designed to help reduce glare, excessive visual brightness, and light trespass;
- f. the impact on the public realm, including typical illuminance levels, uniformity, colour appearance and colour rendering.

All works and management measures pursuant to this consent shall be carried out and maintained in accordance with the approved details and Lighting Strategy.

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: DM10.1, 15.7 and emerging policy DE8 of the Draft City Plan 2040.

## Thames Water

44. No piling shall take place until a PILING METHOD STATEMENT (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

REASON: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure. Please read our guide 'working near our assets' to ensure your workings will be in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures.

45. No construction shall take place within 5m of the water main. Information detailing how the developer intends to divert the asset / align the development, so as to prevent the potential for damage to subsurface potable water infrastructure, must be submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any construction must be undertaken in accordance with the terms of the approved information. Unrestricted access must be available at all times for the maintenance and repair of the asset during and after the construction works.

REASON: The proposed works will be in close proximity to underground strategic water main, utility infrastructure. The works has the potential to impact on local underground water utility infrastructure.

46. No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

REASON: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure.

### Carbon and Energy

47. Prior to the commencement of the development, (excluding demolition), an update to the approved detailed Whole Life-Cycle Carbon assessment shall be submitted to and approved in writing by the Local Planning Authority. The assessment must be based on a highest use scenario, full fit-out, (including fixtures and equipment, specifically audio-visual equipment) and “best guess” frequency of operation (special exhibitions and events). The assessment should include details of measures to reduce carbon emissions throughout the whole life-cycle of the development and provide calculations in line with the Mayor of London's guidance on Whole Life-Cycle Carbon Assessments, and the development shall be carried out in accordance with the approved details and operated and managed in accordance with the approved assessment for the life-cycle of the development.

REASON: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development so that it maximises the reduction of carbon emissions of the development throughout the whole life cycle of the development in accordance with the following policies in the Development Plan and draft Development Plans: London Plan: D3, SI 2, SI 7 - Local Plan: CS 17, DM 15.2, DM 17.2 - Draft City Plan 2036: CE 1. These details are required prior

to demolition (as specified above) and construction work commencing in order to be able to account for embodied carbon emissions resulting from the demolition and construction phase (including recycling and reuse of materials) of the development.

48. Once the as-built design has been completed (upon commencement of RIBA Stage 6) and prior to the development being occupied (or if earlier, prior to the development being handed over to a new owner or proposed occupier,) the post-construction Whole Life-Cycle Carbon (WLC) Assessment (to be completed in accordance with and in line with the criteria set out in the GLA's WLC Assessment Guidance) shall be submitted to the Local Planning Authority . The post-construction assessment should provide an update of the information submitted at planning submission stage (RIBA Stage 2/3), including the WLC carbon emission figures for all life-cycle modules based on the actual materials, products and systems used. The assessment should be submitted along with any supporting evidence as per the guidance and should be received three months post as-built design completion, unless otherwise agreed.

REASON: To ensure whole life-cycle carbon emissions are calculated and reduced and to demonstrate compliance with Policy SI 2 of the London Plan.

49. The development shall be designed to allow for connection into a district heating network if this becomes available during the lifetime of the development. This is to include a strategy with relevant plan drawings for: equipment, allocation of plant space and a protected route for connection in and out of the site. This is in addition to the requirement to find a beneficial use for the waste heat produced through the development's operations.

REASON: To minimise carbon emissions by enabling the building to be connected to a district heating and cooling network if one becomes available during the life of the building in accordance with the following policies of the Local Plan: DM15.1, DM15.2, DM15.3, DM15.3, DM15.4.

50. Prior to the commencement of development, excluding demolition, an updated Energy Assessment confirming the detailed design stage highest use scenario full fit-out, (including fixtures and equipment, specifically audio-visual equipment) and "best guess" frequency of operation (special exhibitions and events) is to be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved Energy Assessment and the carbon reduction measures contained with the approved Energy Assessment shall remain in place for the lifetime of the development.

REASON: To demonstrate that carbon emissions have been minimised and that the development is sustainable in accordance with the following policy of the Local Plan: CS15, DM15.1, DM15.2. These details are required prior to

demolition and construction work commencing in order to be able to account for the carbon emissions associated with the proposed fit-out.

### Circular Economy

51. (a) Prior to demolition of the development an updated pre-demolition audit in accordance with section 4.6 of the GLA's adopted Circular Economy Statement guidance shall be submitted to and approved in writing by the Local Planning Authority, that demonstrates that the development is designed to meet the relevant targets set out in the GLA Circular Economy Statement Guidance. The development shall be carried out in accordance with the approved details and operated & managed in accordance with the approved details throughout the lifecycle of the development.

b) Prior to the commencement of the development (excluding demolition), after RIBA Stage 4, an update to the approved detailed Circular Economy Statement to reaffirm the proposed strategy, to include a site waste management plan and details of the proposed demountable partition design, shall be submitted to and approved in writing the Local Planning Authority, that demonstrates that the Statement has been prepared in accordance with the GLA Circular Economy Guidance and that the development is designed to meet the relevant targets set out in the GLA Circular Economy Guidance. The end-of-life strategy of the statement should include the approach to storing detailed building information relating to the structure and materials of the new building elements and of the interventions in order to distinguish the historic from the new fabric. The development shall be carried out in accordance with the approved details and operated & managed in accordance with the approved details throughout the lifecycle of the development.

REASON : To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development so that it reduces the demand for redevelopment, encourages re-use and reduces waste in accordance with the following policies in the Development Plans and draft Development Plans: London Plan; D3, SI 7, SI 8 - Local Plan; CS 17, DM 17.2 - Draft City Plan 2036; S16, CEW 1. These details are required prior to construction work commencing in order to establish the extent of recycling and minimised waste from the time that construction start.

52. No later than 3 months after completion of the building, a post-construction Circular Economy Statement shall be submitted to and approved in writing by the local planning authority to demonstrate that the targets and actual outcomes achieved are in compliance with or exceed the proposed targets stated in the approved Circular Economy Statement for the development.

REASON: To ensure that circular economy principles have been applied and Circular Economy targets and commitments have been achieved to demonstrate compliance with Policy SI 7 of the London Plan.

## Greening and Biodiversity

53. Within 6 months of completion of the development, details of the final landscaping design and an Ecological Management Plan, to include plant and habitat species (with information on coverage and biodiversity improvement), scaled drawings identifying measures and maintenance strategies, shall be submitted to the Local Planning Authority. Landscaping and biodiversity measures shall be maintained in accordance with the submission documents to ensure the approved standard is preserved for the lifetime of the development.

REASON: To support the environmental sustainability of the development and provide a habitat that will encourage biodiversity in accordance with the following policies of the Local Plan: DM18.2, DM19.2, and Draft City Plan: S14, OS2 whilst ensuring these benefits are maintained in the long term.

## Water Management

54. Before any construction works hereby permitted are begun the following details shall be submitted to and approved in writing by the Local Planning Authority in conjunction with the Lead Local Flood Authority and all development pursuant to this permission shall be carried out in accordance with the approved details:

(a) Fully detailed design and layout drawings for the proposed SuDS components including but not limited to: attenuation systems, blue roofs, rainwater pipework, flow control devices, design for system exceedance, design for ongoing maintenance; surface water flow rates shall be restricted to no greater than 1.5 l/s from each outfall and from no more than one distinct outfall, provision should be made for an attenuation volume capacity capable of achieving this, which should be no less than 25m<sup>3</sup>;

(b) Full details of measures to be taken to prevent flooding (of the site or caused by the site) during the course of the construction works.

Before the shell and core is complete the following details shall be submitted to and approved in writing by the Local Planning Authority in conjunction with the Lead Local Flood Authority and all development pursuant to this permission shall be carried out in accordance with the approved details:

- (a) A Lifetime Maintenance Plan for the SuDS system to include:
- A full description of how the system would work, its aims and objectives and the flow control arrangements;
  - A Maintenance Inspection Checklist/Log;
  - A Maintenance Schedule of Work itemising the tasks to be undertaken, such as the frequency required and the costs incurred to maintain the system.

REASON: To improve sustainability, reduce flood risk and reduce water runoff rates in accordance with the following policy of the Local Plan: DM18.1, DM18.2 and DM18.3.

### Climate Resilience

55. Prior to the commencement of the development, excluding demolition, a Climate Change Resilience Sustainability Statement (CCRSS) shall be submitted to and approved in writing by the Local Planning Authority, that demonstrates that the development is resilient and adaptable to predicted climate conditions during the lifetime of the development. The CCRSS shall include details of the climate risks that the development faces (including flood, heat stress, water stress, natural capital, pests and diseases) and the climate resilience solutions for addressing such risks. The CCRSS will demonstrate that the potential for resilience and adaptation measures (including but not limited to solar shading to prevent solar gain; high thermal mass of building fabric to moderate temperature fluctuations; cool roofs to prevent overheating; urban greening; rainwater attenuation and drainage; flood risk mitigation; biodiversity protection; passive ventilation and heat recovery and air quality assessment to ensure building services do not contribute to worsening photochemical smog) has been considered and appropriate measures incorporated in the design of the building. The CCRSS shall also demonstrate how the development will be operated and managed to ensure the identified measures are maintained for the life of the development. The development shall be carried out in accordance with the approved CCRSS and operated and managed in accordance with the approved CCRSS for the life of the development.

REASON: To comply with Local Plan Policy DM 15.5 Climate change resilience and adaptation.

56. Within 6 months of completion details of climate change resilience measures must be submitted to the Local Planning Authority demonstrating the measures that have been incorporated to ensure that the development is resilient to the predicted weather patterns during the lifetime of the building. This should include details of the climate risks that the site faces (flood, heat stress, water stress, natural capital, pests and diseases) and the climate resilience solutions that have been implemented.

REASON: To comply with Local Plan Policy DM 15.5 Climate change resilience and adaptation.

### BREEAM

57. A post construction BREEAM assessment demonstrating that a target rating of at least 'Excellent' has been achieved (or such other target rating as the local planning authority may agree provided that it is satisfied all reasonable

endeavours have been used to achieve an 'Excellent' rating) shall be submitted as soon as practicable after practical completion.

REASON: To demonstrate that carbon emissions have been minimised and that the development is sustainable in accordance with the following policy of the Local Plan: CS15, DM15.1, DM15.2.

### Security

58. Prior to occupation, security measures must be provided within the development, having been developed in consultation with City Police, such as CCTV, lighting, entrances and improvements to secure access.

REASON: To ensure safety and security in accordance with Local Plan policies CS3 and DM3.2.

### Suicide Prevention Measures

59. Prior to the occupation of the roof terrace, details of suicide prevention measures to prevent jumping or falling from the development shall be submitted to and approved in writing by the Local Planning Authority. All development pursuant to this permission shall be carried out in accordance with the approved details and maintained for the life of the building.

REASON: To ensure that the Local Planning Authority may be satisfied with the detail of the proposed development and to ensure adequate safety measures are in place in accordance with Local Plan Policy CS3 and emerging draft City Plan 2036 Policy DE2 and DE5.

### Telecommunications equipment

60. Unless otherwise approved by the LPA no plant or telecommunications equipment shall be installed on the exterior of the building, including any plant or telecommunications equipment permitted by the Town & Country Planning (General Permitted Development) Order 2015 or in any provisions in any statutory instrument revoking and re-enacting that Order with or without modification.

REASON: , To ensure a satisfactory external appearance in accordance with the following policy of the Local Plan: DM10.1.

### Approved Plans

61. 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:

Site Location Plan 01820-WEA-XX-ST-PD-A-0003 Rev 00



Demolition: PD-A-0150 Rev 00, PD-A-0151 Rev 00, PD-A-0152 Rev 01, PD-A-0349 Rev 00, PD-A-0350 Rev 00, PD-A-0351 Rev 00, PD-A-0352 Rev 00, and PD-A-0353 Rev 00.

Proposed Furnival Street:

PROPOSED B3 PLAN – 01-B3-PD-A-1097 Rev 00;  
PROPOSED B2 PLAN – 01-B2-PD-A-1098 Rev 00;  
PROPOSED B1 PLAN – 01-B1-PD-A-1099 Rev 02;  
PROPOSED L00 PLAN – 01-00-PD-A-1100 Rev 04;  
PROPOSED L01 PLAN – 01-01-PD-A-1101 Rev 00;  
PROPOSED L02 PLAN – 01-02-PD-A-1102 Rev 01;  
PROPOSED L03 PLAN – 01-03-PD-A-1103 Rev 00;  
PROPOSED L04 PLAN – 01-04-PD-A-1104 Rev 00;  
PROPOSED L05 PLAN – 01-05-PD-A-1105 Rev 00;  
PROPOSED ROOF PLAN – 01-RF-PD-A-1106 Rev 00;  
OVERALL PROPOSED WEST ELEVATION – 01-W-PD-A-2100 Rev 01;  
PROPOSED WEST ELEVATION – 01-W-PD-A-2104 Rev 01;  
PROPOSED NORTH ELEVATION – 01-N-PD-A-2101 Rev 00;  
PROPOSED SOUTH ELEVATION – 01-S-PD-A-2102 Rev 01;  
PROPOSED EAST ELEVATION – 01-E-PD-A-2103 Rev 01;  
WEST FAÇADE SETTING OUT – 01-ZZ-PD-A-3050 Rev 00;  
GA BUILDING SECTION AA – 01-AA-PD-A-3100 Rev 01;  
GA BUILDING SECTION BB – 01-BB-PD-A-3101 Rev 01;  
GA BUILDING SECTION CC – 01-CC-PD-A-3102 Rev 01;  
GA SHAFT SECTION AA – 01-AA-PD-A-3103 Rev 01;  
GA SHAFT SECTION CC – 01-CC-PD-A-3105 Rev 01;  
CENTRAL LIFT DETAIL – 01-ZZ-A-4150 Rev 00;  
STAFF BIKE STORE (Ground floor plan) – 01-00-A-4151 Rev 02;  
FAÇADE TYPE 01 - GLASS BRICK LOWER – 01-ZZ-PD-A-5101 Rev 01;  
FAÇADE TYPE 01B - GLASS BRICK – UPPER – 01-ZZ-PD-A-5107 Rev 01;  
FAÇADE TYPE 02 - REINSTATED BRICK – 01-ZZ-PD-A-5102 Rev 01;  
FAÇADE TYPE 03 - GROUND FLOOR EXIT – 01-ZZ-PD-A-5103 Rev 01;  
FAÇADE TYPE 03B - GROUND FLOOR ENTRANCE – 01-ZZ-PD-A-5108 Rev 01;  
FAÇADE TYPE 04 - L04 TERRACE – 01-ZZ-PD-A-5104 Rev 01;  
FAÇADE TYPE 05 - PLANT SCREEN – 01-ZZ-PD-A-5105 Rev 01;  
FAÇADE TYPE 06 - PARTY WALL – 01-ZZ-PD-A-5106 Rev 00;  
Plan showing extend of Section 278 works – 70106185-TP-SK-1 P02;

Proposed Tunnels GAs:

PROPOSED LMINUS 01 – PLAN 03-M1-PD-A-0099 Rev 00;  
PROPOSED LPLUS 01 PLAN – 03-01-PD-A-1001 Rev 00;  
PROPOSED LPLUS 02 PLAN – 03-02-PD-A-1002 Rev 00;

PROPOSED LPLUS 03 PLAN – 03-03-PD-A-1003 Rev 00;  
PROPOSED SECTOR A PLAN – 03-ZZ-PD-A-1010 Rev 01;  
PROPOSED SECTOR B PLAN – 03-ZZ-PD-A-1011 Rev 01;  
PROPOSED SECTOR C & D PLAN – 03-ZZ-PD-A-1012 Rev 01;  
PROPOSED SECTOR B PLAN – 03-ZZ-PD-A-1013 Rev 01;  
PROPOSED - CROSS SECTIONS – 03-ZZ-PD-A-3300 Rev 00.

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. This approval relates only to the details listed above and must not be construed as approval of any other details shown on the approved drawings.
3. 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.

4. Service providers are required to have regard to obligations under the Equality Act 2010. In the exercise of their functions, due regard needs to be given to:
  - elimination of discrimination, harassment and victimisation and any other conduct that is prohibited by or under this Act;
  - advancement of equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - fostering good relations between persons who share a relevant protected characteristic and persons who do not share it

The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Public authorities also need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or civil partnership status.

5. The developer should be aware that, in creating a roof terrace, and therefore access to the roof, users of the roof could be exposed to emissions of air pollutants from any chimneys that extract on the roof e.g. from gas boilers / generators / CHP. In order to minimise risk, as a rule of thumb, we would suggest a design that places a minimum of 3 metres from the point of efflux of any chimney serving combustion plant, to any person using the roof terrace. This distance should allow the gases to disperse adequately at that height, minimising the risk to health.

6. Generators and combustion plant

Please be aware that backup/emergency generators may require permitting under the MCP directive and require a permit by the appropriate deadline. Further advice can be obtained from here: [Medium combustion plant and specified generators: environmental permits - GOV.UK \(www.gov.uk\)](http://www.gov.uk/government/guidance/medium-combustion-plant-and-specified-generators-environmental-permits)

7. Environmental Agency: Water Resources

Increased water efficiency for all new developments potentially enables more growth with the same water resources. Developers can highlight positive corporate social responsibility messages and the use of technology to help sell their homes. For the homeowner lower water usage also reduces water and energy bills.

We endorse the use of water efficiency measures especially in new developments. Use of technology that ensures efficient use of natural resources could support the environmental benefits of future proposals and could help attract investment to the area. Therefore, water efficient technology, fixtures and fittings should be considered as part of new developments.

We recommend that all new non-residential development of 1000sqm gross floor area or more should meet the BREEAM 'excellent' standards for water consumption.

#### 8. Thames Water

Waste –

“A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water’s Risk Management Team by telephoning 020 3577 9483 or by emailing [trade.effluent@thameswater.co.uk](mailto:trade.effluent@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk](http://www.thameswater.co.uk). Please refer to the Wholesale; Business customers; Groundwater discharges section.

Water –

Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

9. This permission must in no way be deemed to be an approval for the display of advertisement matter indicated on the drawing(s) which must form the subject of a separate application under the Advertisement Regulations.
10. This permission must in no way be deemed to prejudice any rights of light which may be enjoyed by the adjoining owners or occupiers under Common Law.
11. WilkinsonEyre Architects should be retained for the detailed construction stage of the project.
12. This permission is granted having regard to planning considerations only and is without prejudice to the position of the City of London Corporation or Transport for London as Highway Authority; and work must not be commenced until the consent of the Highway Authority has been obtained.
13. Improvement or other works to the public highway shown on the submitted drawings require separate approval from the local highway authority and the planning permission hereby granted does not authorise these works.

14. The correct street number or number and name must be displayed prominently on the premises in accordance with regulations made under Section 12 of the London Building Acts (Amendment) Act 1939. Names and numbers must be agreed with the Department of the Built Environment prior to their use including use for marketing.
15. The landowners, managing operators and tenants are required to adhere to the actions of the Considerate Lighting Charter as set in the City of London Appendix A of the City of London Lighting Supplementary Planning Document 17/11/2022
16. The Crime Prevention Design Advisor for the City of London Police and the Counter-Terrorism Security Advisor should be consulted with regard to guidance on all aspects of security, means of crime prevention in new development and on current crime trends.
17. The grant of approval under the Town and Country Planning Acts does not overcome the need to also obtain any licences and consents which may be required by other legislation. The London Fire Brigade should form a key stakeholder at detailed design stage including Qualitative Design Review (QDR) process, fire precautions and certification stages.

#### Archaeology

18. The Written Scheme of Investigation will need to be prepared and implemented by a suitably professionally accredited heritage practice in accordance with Historic England's Guidelines for Archaeological Projects in Greater London.

The pre-commencement conditions are necessary to safeguard the archaeological interest on this site. Approval of the WSI before works begin on site provides clarity on what investigations are required, and their timing in relation to the development programme.

Evaluation: An archaeological field evaluation involves exploratory fieldwork to determine if significant remains are present on a site and if so to define their character, extent, quality and preservation. Field evaluation may involve one or more techniques depending on the nature of the site and its archaeological potential. It will normally include excavation of trial trenches.

Historic Building Recording: Historic building recording is an investigation to establish the character, history, dating, form and development of a historic building or structure which normally takes place as a condition of planning permission before any alteration or demolition takes place. The outcome will be an archive and a report which may be published. You can find more information on archaeology and planning in Greater London on GLAAS website.

19. The Directorate of the Built Environment (District Surveyor) should be consulted on means of escape and constructional details under the Building Regulations and London Building Acts.