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11. Islington Route Section – Environmental Baseline and Assessment of Impacts

11.1 Overview of Islington Route Section

- 11.1.1 The Islington section of the Crossrail route comprises the short tunnelled section between Farringdon Road near Smithfield Market and Charterhouse Square.

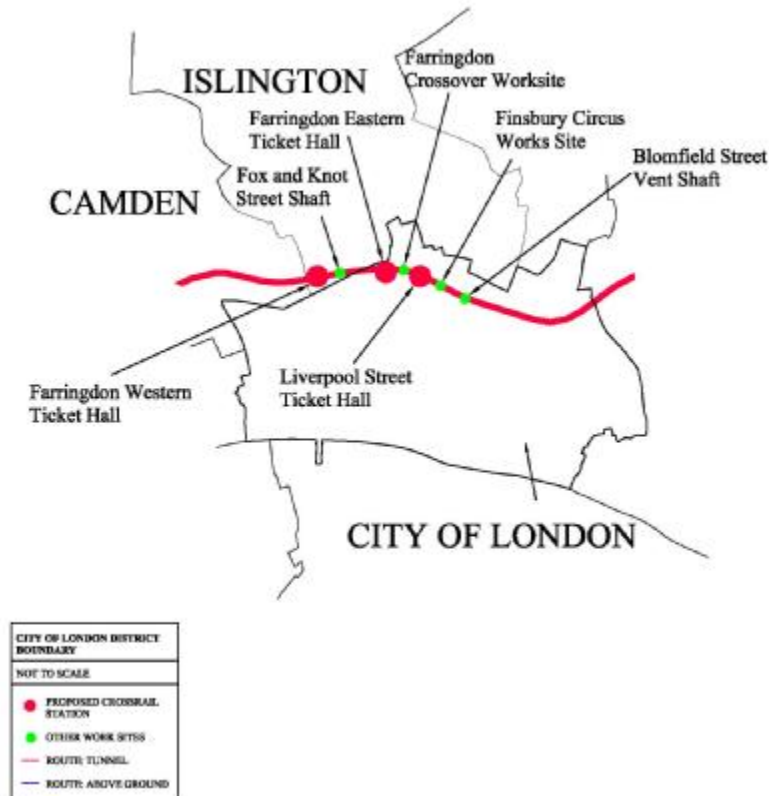


Figure 11.1: Crossrail route through L.B. Islington

- 11.1.2 A new station and interchange with Thameslink and the Metropolitan, Hammersmith and City and Circle lines is proposed at Farringdon. The station lies partly in the London Borough of Islington and partly in the City of London.
- 11.1.3 The section lying in Islington comprises the western ticket hall at Cardinal House on the junction of Cowcross Street and Farringdon Road and an Emergency Intervention Point at Fox and Knot Street.
- 11.1.4 From Farringdon Road, the tunnels would run in an easterly direction parallel and to the north of Charterhouse Street before turning south-easterly towards Charterhouse Square and into the City of London. All the works associated with the eastern ticket hall at Farringdon lie within the City of London although these works adjoin the London Borough of Islington.

Statutory Development Plan

- 11.1.5 In Islington, the statutory development plan comprises the adopted Islington Unitary Development Plan (May 2002) and the London Plan (adopted February 2004).

11.2 Policies relevant to all worksites in Islington

Transport & Traffic Management

- 11.2.1 The improvement of public transport is a key component of the Council's sustainable transport policy and traffic reduction strategy (policy T35, UDP). The Council will work to improve reliability, service frequency, comfort and personal security of public transport and to create more public transport capacity (policy T36). The Council actively supports Crossrail including the provision of a station at Farringdon with good interchange facilities with other lines (policy T38). Policy T38 also states that all "*reasonable steps should be taken to minimise adverse environmental impacts associated with the construction and operation of the works.*"
- 11.2.2 The proposals have been subject to a Traffic Impact Assessment that has identified the likely significant impacts during construction and once operational. This has identified traffic management and other mitigation measures to reduce the identified impacts. The specific impacts are dealt with in the individual works site assessment below.

Environment

- 11.2.3 As stated above, policy T38 acknowledges that the provision of major rail infrastructure may have adverse environmental impacts and that impacts associated with the construction and operation of the works should be minimised.
- 11.2.4 Alternative locations for Crossrail stations, ventilation shafts, tunnel portals and other infrastructure elements have been appraised during the development of the preferred scheme, taking into account environmental constraints. However, some environmental impacts, primarily those related to construction activity, are unavoidable.
- 11.2.5 The mitigation measures contained in the Crossrail Environmental Statement describe how the construction of the project will be managed to ensure that the impacts will be controlled and mitigated as a minimum. The nominated undertaker will continue to work with the London Borough of Islington to minimise the environmental impacts of the project in the detailed design of the scheme and in agreeing appropriate control over construction.

Amenity (eg: Noise, Vibration, Air Quality)

- 11.2.6 The Council seeks to minimise noise, pollution and to improve air quality. The Council will seek to prevent the pollution of the water resources of the Borough, avoid detrimental alterations to air quality and minimise light pollution, safeguard the daylight and sunlight of adjoining properties (UDP policies ENV16, ENV17, D3). Planning permissions which are granted will be controlled by condition to distance, screen, suppress or insulate the surrounding area from the effects of noise (policy ENV17). The Council will refuse permission for proposals that cause unacceptable disturbance or

nuisance as a result of the traffic generated by the scheme (UDP policy ENV17).

- 11.2.7 The mitigation measures contained in Appendix B1 of the Crossrail Environmental Statement seek to minimise the amount of disturbance, nuisance and pollution during the construction period and once operational. The nominated undertaker will continue to work with the London Borough of Islington to minimise these impacts through the detailed design of the scheme and in agreeing appropriate control over construction.

Design

- 11.2.8 The Council will require the design and appearance of all new developments to be of a high standard. The Council will refuse planning permission where the development is not appropriate to the overall streetscape, is not making the best use of a site or respect the scale, form and character of its surroundings (policy D1). Policy D3 deals with the detailed aspects of site planning; policy D4 with the relationship of new development to its surroundings; and policy D5 with the relationship of the new development and its townscape.
- 11.2.9 The provisions of the hybrid Bill deem planning permission to be granted for the authorised works to construct the railway. The Bill provides for a special planning regime for the approval of detailed design by the local authority at a later date. At this stage, an assessment of the impact on townscape has been made on the basis of scale, height, and siting of the ticket halls and other related structures. Moreover, the assessment has assumed that there will be voids where buildings are demolished to accommodate the infrastructure works, given that powers for replacement development are not being sought through the Hybrid Bill. As such, at a number of worksites reviewed below, there is an apparent conflict between the proposals and design policies.
- 11.2.10 It is likely that these impacts can be reduced or mitigated at a later stage when the detailed design of the operational elements of the scheme and materials to be used are agreed by the London Borough of Islington and through the provision of replacement buildings.

Land Use

- 11.2.11 Farringdon/Smithfield is identified as an Area for Intensification in the London Plan (policies 2A.3 and 5B.5). Areas for Intensification have been identified on the basis that they have significant potential for increases in residential, employment and other uses through more intensive development or redevelopment of sites. The Farringdon/Smithfield AFI can accommodate 2,000 new jobs and 100 new homes in the period to 2016. The improvement of public transport in the area therefore contributes positively to this policy objective.

11.3 Farringdon Western Ticket Hall Worksite (Route Window C6)

Significant Characteristics of Site and Surrounding Area

- 11.3.1 The site is located to the north of Smithfield on the northern edge of the financial district in the City of London and at the southern edge of Clerkenwell. The area is varied in character and use although Farringdon Road is predominately occupied by large office buildings. The Smithfield wholesale meat market lies a short distance to the south of the site. The Caxton House office building lies immediately to the south of the site.
- 11.3.2 The partly open cutting of the Thameslink main line railway and Metropolitan, Hammersmith and City and Circle lines lies immediately to the east and Farringdon station is situated on the northern side of Cowcross Street.
- 11.3.3 The site comprises Cardinal House, a large office building constructed in the 1960s. The site lies on the corner of Cowcross Street and Farringdon Road and comprises 48-52 Cowcross Street and 2b – 10 Farringdon Road (inclusive).

Overview of proposals

- 11.3.4 Farringdon station will be constructed to serve the western edge of the city and to provide an interchange with London Underground and Thameslink. The station will be located between Farringdon Road and Lindsey Street. Two new ticket halls will be constructed: a western facility at Farringdon Road and an eastern equivalent at Lindsey Street (Barbican).



Figure 11.2: Location of Crossrail station in route window C6

- 11.3.5 The eastern ticket hall works lie within the City of London and are described in that section of this report.
- 11.3.6 The station will consist of two platforms fitted out to 210 m although the tunnel will be constructed to facilitate extensions to 245 m should the need to operate longer trains arise. Interchange with London Underground will be provided from the eastern ticket hall on Lindsey Street (in the City of

London). Between the London Underground station at Farringdon and the Crossrail western ticket hall, Cowcross Street will be pedestrianised.

Permanent Works

- 11.3.7 The Farringdon Road ticket hall will be at street level. It will consist of a building built to approximately the same height as the existing London Underground ticket hall (approximately 8 m high) and will be on the site of Cardinal House, which will be demolished. A bank of three escalators will descend from the ticket hall to platform level. The escalators will be housed in a deep box which will also include ventilation and emergency intervention equipment. To the southwest of the structure, a construction shaft will be built and then back filled upon completion of the station works.
- 11.3.8 The ES contains an illustrative over-site development in place at Farringdon Road. The illustration shows a development 48 m high or eleven storeys, falling to 35 m or seven storeys. Construction of this type of over-site development would take approximately 25 months including internal fit-out; it would be feasible to start construction of over-site development of this type up to 18 months before the operation of the first revenue service.

Temporary Works

- 11.3.9 The construction including fitting out and commissioning of the Farringdon Station will be carried out over a period of about four years and eight months.
- 11.3.10 The extent of the works site covers the Cardinal House block. During the construction phase there will be a requirement to use part of Farringdon Road as an unloading area for batching plant. Additionally, there will be significant works at basement levels on the Caxton House site and at Smithfield market (within the City of London).
- 11.3.11 In order to mitigate impacts associated with settlement at Farringdon Station, it is likely that compensation grouting will be undertaken. This is a technique by which the ground loss arising from the excavation is replaced by material (grout) pumped into the ground. This requires grout shafts in the vicinity of the buildings at risk. It is likely that compensation grouting will be undertaken from within the Fox and Knot Street worksite (see below). Additional shafts are likely to be required at the rear of 67-69 Cowcross Street, within Green Hill Rents (a yard off Cowcross Street), within the road at St John Street and within the basement of Smithfield Market (partly within the City of London).

Significant extant planning permissions & proposals

- 11.3.12 In May 2004, London Borough of Islington resolved to grant planning permission, subject to the completion of a Section 106 Agreement, for the redevelopment of the Caxton House site, adjacent and including parts of the Cardinal House worksite. This proposal comprises an office development of part eleven, part eight storeys with retail and food and drink uses at street level. The proposal has been designed to accommodate Crossrail and there are a number of conditions on the draft permission to ensure that the implementation of this scheme does not prejudice Crossrail.
- 11.3.13 In July 2004, revised proposals were submitted under the Town and Country Planning and Transport and Works Acts for Thameslink 2000. This includes substantial works at Farringdon for a new station. The Thameslink station

would be located immediately adjacent to the Crossrail station at 54-60 Cowcross Street. These applications are currently undetermined.

Assessment of Impacts

Transport & Traffic Management

- 11.3.14 As stated in the general Islington policy assessment, the proposals would accord with UDP policy by making provision for substantial new public transport infrastructure. In particular, the proposals would increase capacity and relieve congestion at Farringdon. Farringdon is a major main line station and passenger interchange with Underground services. Rail passengers at Farringdon will benefit from overall improvements in journey times and increased interchange opportunities. The provision of a Crossrail station in this location would accord with policies T35 Public Transport Generally; T36 Support for Public Transport; and T38 Railways and Underground, of the UDP. It also accords with London Plan policies 3C.9, 3C.11, 3C.12 about public transport and 5B.1 which addresses strategic priorities for central London and proposals 4C.13 and 4Q.2 of the Mayor's Transport Strategy.
- 11.3.15 The proposals will provide step free access to Crossrail platforms and therefore comply with policy T42 of the UDP.
- 11.3.16 The Crossrail ES includes a Traffic Impact Assessment in accordance with policy T56 of the UDP. The Traffic Assessment concludes that there will be significant impact arising from the use of off-street basement car park at Caxton House for the duration of the construction phase. The Caxton House redevelopment, which has a resolution to grant planning permission, makes re-provision for those spaces lost to construct Crossrail.
- 11.3.17 The Crossrail ES concludes that there will be no other significant impacts during construction or once operational and the proposals.

Amenity (eg: Noise, Vibration, Air Quality)

- 11.3.18 As explained in the Islington-wide section above, temporary significant residual construction noise impacts are contrary to planning policy. A number of properties in Cowcross Street will be affected by such impacts.
- 11.3.19 The Crossrail ES states that no significant residual permanent noise or vibration impacts are predicted to occur.
- 11.3.20 No significant impacts on air quality are predicted to occur as a result of construction or operational activities.

Design

- 11.3.21 The Crossrail ES concludes that the proposed development will be significantly detrimental to the values of heritage and architectural quality embodied in the local buildings. The proposals will result in a significant adverse impact on the character and quality of the townscape, but will not significantly affect the setting of the adjacent conservation areas. The proposals are therefore in conflict with policies D1 (Overall Design requirements), D3 (Site Planning), D4 (Designing in Context) and D5 (Townscape) of the UDP.
- 11.3.22 It is likely that the impacts can be reduced or mitigated through the provision of a development over the ticket hall.

Historic Environment

- 11.3.23 The proposals at Cardinal House lie adjacent to the Charterhouse Square Conservation Area and do not affect its setting or views into or out of the Conservation Area in accordance with PPG15.
- 11.3.24 Both the temporary works and the new ticket hall structures will have a significant impact on the setting of nearby listed buildings at 25 and 27 Farringdon Road, 54-60 Cowcross Street, and Farringdon Station (including 36-38 and 40-42 Cowcross Street). The proposals are contrary to Policy D39 of the UDP which seeks to protect or enhance the setting of listed buildings. However, it is likely that the permanent impacts on both conservation and the setting of listed buildings will be reduced or mitigated through the provision of replacement development.

Land Use

- 11.3.25 The site lies on the edge of the financial district within the City of London and adjacent to the Clerkenwell/Smithfields Special Policy Area. Policy D4 encourages a mix of uses in new developments. Policy S16 seeks to maintain and promote local retail uses. The Farringdon Road frontage of Cardinal House is a Protected Local Shopping Centre.
- 11.3.26 The development of the station will result in the loss of protected local shopping frontage. It is anticipated that in accordance with local planning policies replacement development would be required to include retail use to mitigate, as far as possible, this conflict with policy S16. Similarly it is envisaged that the replacement development would be required to include a mix of uses in accordance with policy D4.
- 11.3.27 The proposed western ticket hall will result in the loss of substantial office floorspace. It is envisaged that replacement development would be required to include a mix of uses in accordance with London Plan and saved UDP policies for the Central Activities Zone.

11.4 Policies relevant to Fox and Knot Street Worksite (Route Window C6)

Significant Characteristics of Site and Surrounding Area

- 11.4.1 The site is located to the north of Smithfield on the northern edge of the financial district in the City of London and at the southern edge of Clerkenwell. The Smithfield wholesale meat market lies to the south of the site. Charterhouse Square lies a short distance to the east.
- 11.4.2 The site is triangular and comprises a 4 storey Victorian building and a modern building on the Fox and Knot Street frontage. The site is bound to the north and south by Charterhouse Street and to the east by Fox and Knot Street. There are a number of buildings of a similar era lying to the west along Charterhouse Street and in St John Street.
- 11.4.3 The site is diagonally opposite the eastern ticket hall site for Farringdon which lies in the City of London.

Overview of proposals

- 11.4.4 The proposals comprise the complete demolition of all buildings on the site and the construction of an emergency intervention point. Part of the site will be cleared and set aside for future development.
- 11.4.5 In addition, a substantial amount of subterranean works are proposed in the vicinity of the site to construct the Farringdon station.

Permanent Works

- 11.4.6 Emergency escape from the Crossrail platforms will be provided in a new shaft in 38-42 Charterhouse Street (this is also known as Fox and Knot Street). This will be approximately 17 m high.
- 11.4.7 The design of the structure will enable over-site development to be constructed at a later date.
- 11.4.8 The ES contains an illustrative over-site development in place at Fox and Knot Street. The illustration shows a development of four storeys. Construction of this type of over-site development would take approximately 15 months including internal fit-out; it would be feasible to start construction of over-site development of this type up to 24 months before the operation of the first revenue service.

Temporary Works

- 11.4.9 The extent of the works site covers the Fox and Knot Street block. During the construction phase there will be a requirement to close Fox and Knot Street to construct a shaft for the emergency escape from platform level.
- 11.4.10 As stated in the description of the Farringdon Western Ticket Hall works above, it is likely that compensation grouting will be undertaken from within the Fox and Knot Street Worksite.

Significant extant planning permissions & proposals

- 11.4.11 There are no significant extant planning permissions for development in this location.

Assessment of Impacts

Transport & Traffic Management

- 11.4.12 The Crossrail ES includes a Traffic Impact Assessment in accordance with policy T56 of the UDP. The Traffic Assessment concludes that there will be no significant impacts during construction or once operational.

Amenity (eg: Noise, Vibration, Air Quality)

- 11.4.13 As explained in the Islington-wide section above, temporary significant residual construction noise impacts are contrary to planning policy. A number of properties in Charterhouse Street will be affected by such impacts.
- 11.4.14 The Crossrail ES states that no significant residual permanent noise or vibration impacts are predicted to occur.
- 11.4.15 No significant impacts on air quality are predicted to occur as a result of construction or operational activities.

Design

- 11.4.16 The Crossrail ES concludes that the proposed development will be significantly detrimental to the values of heritage and architectural quality embodied in the local buildings, in every aspect of its designed form, massing, height, plot occupancy and materials. The proposals are therefore in conflict with policies D1 (Overall Design Requirements), D3 (Site Planning), D4 (Designing in Context) and D5 (Townscape), D21 (Control over Demolition), D22 (High Standard of Design of New Development), D23 (Details of New Buildings in Conservation Areas), and D24 (Materials) of the UDP.
- 11.4.17 The Fox and Knot worksite lies in the Clerkenwell/Smithfield Special Policy Area, where a special set of policies operate to preserve or enhance the special character and appearance of the area. The proposals do not preserve or enhance the special policy area and are in conflict with policies CS5 (Height of New Development), and CS7 (Scale of New Development).
- 11.4.18 It is likely that the impacts can be reduced or mitigated through the provision of a replacement building.

Historic Environment

- 11.4.19 The proposals will result in the demolition of 38-42 Charterhouse Street which lies within the Charterhouse Square Conservation Area. The Crossrail ES considers that 38 Charterhouse Street makes a positive contribution to the character and appearance of the conservation area; and that 40-42 Charterhouse Street makes a negative contribution to the conservation area.
- 11.4.20 In policy terms, there is a general presumption in favour of the retention of buildings that make a positive contribution to the character and appearance of a conservation area (paragraph 4.27, PPG15; policy D21 of the UDP). However, PPG15 (paragraph 3.16 – which applies to listed buildings but is considered to be relevant to demolition in conservation areas as directed by para. 4.27 of the same guidance) recognises that there may be “exceptional circumstances” where demolition may be acceptable. The Crossrail ES has concluded, in accordance with PPG15 the assessment has provided clear

and convincing evidence that preservation and of the affected buildings in some form is not possible or suitable, and that Crossrail will produce substantial transport benefits for the community that would decisively outweigh the loss result from demolition.

- 11.4.21 The site also lies in the Clerkenwell/Smithfield Special Policy Area and the Council has identified 38 Charterhouse Street as a building that it wishes to retain because it makes a positive contribution to the character and appearance of the conservation area. Policy CS3 of the UDP states that the Council will only grant conservation area consent for its removal if “*there are special circumstances or where the proposal would preserve or enhance the character or appearance of the conservation area*”. The proposals to demolish 38 Charterhouse Street are in conflict with this policy.
- 11.4.22 The Crossrail ES reports that the temporary works associated with the eastern ticket hall (within the City of London), shaft and compensation grout shafts, will together result in significant adverse impacts on the local townscape character, including the character and appearance of the Charterhouse Square Conservation Area within the London Borough of Islington. This is contrary to the general intent of policy D22 of the UDP.
- 11.4.23 The site also lies in the setting of a number of listed buildings, including the Grade II* Smithfield Market which lies in the City of London. Policy D39 of the UDP seeks to ensure that the setting of listed buildings is protected or enhanced. As the Crossrail ES concludes that there will be a significant temporary and permanent impact on the setting of Smithfield Market, the construction works and the permanent structure for the EIP are considered to conflict with this policy.
- 11.4.24 It is likely that the impacts can be reduced or mitigated through the provision of a replacement building.

Archaeology

- 11.4.25 The site lies within an Archaeological Priority Area in the UDP. The Crossrail ES has concluded that there are no remains in the vicinity of the works site that are of sufficient importance to warrant protection in-situ. With the preservation by record, no significant impacts are predicted to occur. As such, the proposals comply with the provisions of policies D45 and D47 of the UDP.

Land Use

- 11.4.26 The proposals will result in the loss of A3 uses at 38-42 Charterhouse Street, contrary to UDP policy S31 which seeks to discourage the loss of A2 and A3 uses where they contribute to the vitality and viability of the street scene. It is likely that this impact can be reduced or mitigated through the provision of a replacement building.

11.5 Summary of Significant Planning Policy Benefits and Conflicts within Islington Route Section

- 11.5.1 The proposals give rise to the following significant temporary planning policy benefits and conflicts during construction: -

§ **Noise** – the proposals are in conflict with policies to minimise the impact of construction and demolition works on local amenity

- § **Setting of Listed Buildings** – the proposals will adversely harm the setting of a number of listed buildings during construction works at Farringdon Western ticket hall and Fox and Knot Street
 - § **Character and appearance of Conservation Areas** – the proposals will adversely harm the character and appearance of the Charterhouse Square Conservation Area as a result of the works at Fox and Knot Street
- 11.5.2 The proposals give rise to the following permanent significant planning policy benefits and conflicts: -
- § **Transport** – the proposals will significantly improve public transport infrastructure at Farringdon which is supported by planning policy
 - § **Conservation Area Demolition** – the proposals will result in the demolition of an unlisted building at Fox and Knot Street that makes a positive contribution to the character and appearance of a conservation area contrary to policy although this may be mitigated by replacement development
 - § **Setting of Listed Buildings** – the proposals will adversely affect the setting of a number of listed buildings as a result of the permanent development at Farringdon western ticket hall and Fox and Knot Street although this may be mitigated by replacement development
 - § **Loss of Protected Land Uses** – the proposal will result in the permanent loss of retail and food and drink uses that are protected by planning policy although this may be mitigated by replacement development