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**AGENDA FOR THE PLANNING COMMITTEE**

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Members of Planning Committee are summoned to a meeting, which will be held in the Council Chamber - Town Hall on **1 March 2018 at 7.30 pm.**

**Yinka Owa**  
**Director – Law and Governance**

Enquiries to : Ola Adeoye  
Tel : 020 7527 3044  
E-mail : [democracy@islington.gov.uk](mailto:democracy@islington.gov.uk)  
Despatched : 21 February 2018

**Welcome:**

Members of the public are welcome to attend this meeting.

**Consideration of Planning Applications** – This is a formal agenda where decisions are taken on planning applications submitted to the Council. Public speaking rights on these items are limited to those wishing to comment on specific applications. **If you wish to speak at the meeting please register by calling the Planning Department on 020 7527 2278 or emailing [enquiriesplanning@islington.gov.uk](mailto:enquiriesplanning@islington.gov.uk).**


Committee Membership

Wards

Substitute Members

Councillor Khan (Chair)	- Bunhill;	Councillor Chowdhury	- Barnsbury;
Councillor Donovan-Hart (Vice-Chair)	- Clerkenwell;	Councillor A Clarke-Perry	- St Peter's;
Councillor Picknell (Vice-Chair)	- St Mary's;	Councillor Williamson	- Tollington;
Councillor Nicholls	- Junction;	Councillor Gill	- St George's;
Councillor Fletcher	- St George's;	Councillor Wayne	- Canonbury;
Councillor Court	- Clerkenwell;	Councillor Poyser	- Hillrise;
Councillor Gantly	- Highbury East;	Councillor O'Halloran	- Caledonian;
Councillor Kay	- Mildmay;	Councillor Turan	- St Mary's;
Councillor Ward	- St George's;	Councillor Webbe	- Bunhill;
Councillor Convery	- Caledonian;		

Quorum: 3 councillors



<b>A. Formal Matters</b>	<b>Page</b>
1. Introductions	
2. Apologies for Absence	
3. Declarations of Substitute Members	
4. Declarations of Interest	

If you have a **Disclosable Pecuniary Interest\*** in an item of business:

- if it is not yet on the council's register, you **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent;
- you may **choose** to declare a Disclosable Pecuniary Interest that is already in the register in the interests of openness and transparency.

In both the above cases, you **must** leave the room without participating in discussion of the item.

If you have a **personal** interest in an item of business **and** you intend to speak or vote on the item you **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent but you **may** participate in the discussion and vote on the item.

**\*(a)Employment, etc** - Any employment, office, trade, profession or vocation carried on for profit or gain.

**(b) Sponsorship** - Any payment or other financial benefit in respect of your expenses in carrying out duties as a member, or of your election; including from a trade union.

**(c) Contracts** - Any current contract for goods, services or works, between you or your partner (or a body in which one of you has a beneficial interest) and the council.

**(d) Land** - Any beneficial interest in land which is within the council's area.

**(e) Licences-** Any licence to occupy land in the council's area for a month or longer.

**(f) Corporate tenancies** - Any tenancy between the council and a body in which you or your partner have a beneficial interest.

**(g) Securities** - Any beneficial interest in securities of a body which has a place of business or land in the council's area, if the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body or of any one class of its issued share capital.

This applies to **all** members present at the meeting.

5. Order of Business	1 - 2
6. Minutes of Previous Meeting	3 - 8
<b>B. Consideration of Planning Applications</b>	<b>Page</b>
1. Richard Cloudesley School, 99 Golden Lane, London, EC1Y 0TZ	9 - 302
2. Windsor Street Car Park, Islington, London N1 8QF	303 -

**C. Consideration of other planning matters**

**D. Urgent non-exempt items (if any)**

Any non-exempt items which the Chair agrees should be considered urgent by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.

**Date of Next Meeting:** Planning Committee, 19 March 2018

**Please note all committee agendas, reports and minutes are available on the council's website:**

**[www.democracy.islington.gov.uk](http://www.democracy.islington.gov.uk)**

## **PROCEDURES FOR PLANNING COMMITTEE**

### **Planning Committee Membership**

The Planning Committee consists of ten locally elected members of the council who will decide on the applications for planning permission.

### **Order of Agenda**

The Chair of the Planning Committee has discretion to bring forward items, or vary the order of the agenda, where there is a lot of public interest.

### **Consideration of the Application**

After hearing from council officers about the main issues of the proposal and any information additional to the written report, the Chair will invite those objectors who have registered to speak for up to three minutes on any point relevant to the application. If more than one objector is present for any application then the Chair may request that a spokesperson should speak on behalf of all the objectors. The spokesperson should be selected before the meeting begins. The applicant will then be invited to address the meeting also for three minutes. These arrangements may be varied at the Chair's discretion.

Members of the Planning Committee will then discuss and vote to decide the application. The drawings forming the application are available for inspection by members during the discussion.

Please note that the Planning Committee will not be in a position to consider any additional material (e.g. further letters, plans, diagrams etc.) presented on that evening. Should you wish to provide any such information, please send this to the case officer a minimum of 24 hours before the meeting. If you submitted an objection but now feel that revisions or clarifications have addressed your earlier concerns, please write to inform us as soon as possible.

### **What Are Relevant Planning Objections?**

The Planning Committee is required to decide on planning applications in accordance with the policies in the Development Plan unless there are compelling other reasons. The officer's report to the Planning Committee will refer to the relevant policies and evaluate the application against these policies. Loss of light, openness or privacy, disturbance to neighbouring properties from proposed intrusive uses, over development or the impact of proposed development in terms of size, scale, design or character on other buildings in the area, are relevant grounds for objection. Loss of property value, disturbance during building works and competition with existing uses are not. Loss of view is not a relevant ground for objection, however an unacceptable increase in sense of enclosure is.

**For further information on how the Planning Committee operates and how to put your views to the Planning Committee please call Ola Adeoye on 020 7527 3044. If you wish to speak at the meeting please register by calling the Planning Department on 020 7527 2278 or emailing [enquiriesplanning@islington.gov.uk](mailto:enquiriesplanning@islington.gov.uk).**

**COMMITTEE AGENDA**

**1 Richard Cloudesley School**  
**99 Golden Lane**  
**London**  
**EC1Y 0TZ**

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**2 Windsor Street Car Park, Islington, London N1 8QF**

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**1 Richard Cloudesley School**  
**99 Golden Lane**  
**London**  
**EC1Y 0TZ**

**Ward:** Bunhill

**Proposed Development:** Demolition of the former Richard Cloudesley School, City of London Community Educaion Centre; garages and substation; erection of a 3 storey building with rooftop play area (Class D1) (2300.5 sqm GEA) and a single storey school sports hall (Class D1) (431 sqm GEA) to provide a two-form entry primary school; erection of a 14 storey (plus basement) building to provide 66 social rented units (Class C3) (6135 sqm GEA), and affordable workspace (Class B1a) (244sqm GEA), landscaping and associated works.

Duplicate application submitted to the City of London, as part of the site falls within the City.

PLEASE NOTE: You are being reconsulted on the above application as revised drawings have been submitted.

**Application Number:** P2017/2961/FUL

**Application Type:** Full Planning Application

**Case Officer:** Simon Greenwood

**Name of Applicant:** Corporation of London

**Recommendation:**

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**2 Windsor Street Car Park, Islington, London N1 8QF**

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**Ward:** St. Peters

**Proposed Development:** Demolition of 12 (twelve) existing garage units and removal of adjacent car parking facilities to facilitate construction of a three storey (plus basement), 11-bedroom (plus staff sleep-in unit) building to accommodate a supported living scheme (use Class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. Associated landscaping including courtyard garden areas, refuse and cycle storage provision is also proposed.

**Application Number:** P2017/3493/FUL

**Application Type:** Full Planning (Council's Own)

**Case Officer:** Evie Learman

**Name of Applicant:** London Borough of Islington - Ms Souad Akbur

**Recommendation:**

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London Borough of Islington

## Planning Committee - 6 February 2018

Minutes of the meeting of the Planning Committee held at Council Chamber, Town Hall, Upper Street, N1 2UD on 6 February 2018 at 7.30 pm.

**Present:**           **Councillors:**           Khan (Chair), Nicholls, Fletcher and Kay

### **Councillor Robert Khan in the Chair**

#### **358        INTRODUCTIONS (Item A1)**

Councillor Khan welcomed everyone to the meeting. Members of the Committee and officers introduced themselves and the Chair outlined the procedures for the meeting.

#### **359        APOLOGIES FOR ABSENCE (Item A2)**

Apologies were received from Councillors Donovan-Hart, Picknell, Court, Convery, Gantly and Ward.

#### **360        DECLARATIONS OF SUBSTITUTE MEMBERS (Item A3)**

There were no declarations of substitute members.

#### **361        DECLARATIONS OF INTEREST (Item A4)**

There were no declarations of interest.

#### **362        ORDER OF BUSINESS (Item A5)**

The order of business would be B4,B1,B2 and B3.

#### **363        MINUTES OF PREVIOUS MEETING (Item A6)**

##### **RESOLVED:**

That the minutes of the meeting held on 18 January 2018 be confirmed as an accurate record of proceedings and the Chair be authorised to sign them.

#### **364        202-210 FAIRBRIDGE ROAD, LONDON, N19 3HT (Item B1)**

Demolition of existing MOT garage (Use Class B2) and the erection of a 5 storey building to provide 2no. commercial units (Use Class B1/B8) at ground floor, 15

## Planning Committee - 6 February 2018

residential units above (4x1 beds, 11x2 beds, Use Class C3), with cycle parking, refuse storage, plant, landscaping, and associated engineering works.

(Planning application number: P2017/2754/FUL)

In the discussion the following points were made:

- The Planning Officer advised Members that no representations had been received since the papers were published and that Network Rail had withdrawn their previous objections.
- The Planning officer provided a number of updates to reflect corrections -: Condition 2 (drawing numbers), Condition 5 (omitting the reference to PV panels) and Condition 13 (omitting the reference to a basement). Also Members were advised that the opening hours referred to in condition 11 were correct, and p38/ paragraph 10.104 of the report should be updated to reflect condition 11.
- With regards to the provision of affordable housing, Members were advised that a financial viability assessment had been submitted by the applicant which had had been independently appraised, and that that the scheme could viably provide 5 shared ownership units and a residual surplus of £42,000.
- The objector was concerned that the proposal would impact his amenity and quality of life, as his own house would be sandwiched between the scheme and another proposal seeking permission. The case officer advised that the other proposal (469 Hornsey Road) was acknowledged in the committee report, does not currently have planning permission, and that the objector's concerns would only be realised if both schemes were granted planning permission. Therefore the current application should be assessed on its own merits, and if permission is granted, the cumulative impacts of any future decisions will need to be assessed when those decisions are made.
- The objector was concerned with overlooking and privacy due to the height of the building and suggested a more solid screening to address their concerns.
- The agent in response informed Members that the scheme before the Committee was as a result of the advice received from both the design review panel and council officers and that issues of overlooking and loss of privacy had been addressed by ensuring that the living rooms were sited in the rear elevation of the site and privacy screens would be included.
- The agent advised that the scheme had been designed to minimise the impact of overlooking. With regards to noise pollution during construction, this will be managed by a construction management plan. He reiterated the benefits of the scheme.
- A suggestion to amend condition 15 to refer to the privacy screens being solid and fixed in place was agreed.
- The committee resolved to approve the application subject to condition 15 (privacy screens) being amended to refer to the privacy screens being solid and fixed in place.



## Planning Committee - 6 February 2018

Councillor Fletcher proposed a motion to amend condition 15 as stated above. This was seconded by Councillor Nicholls and carried.

### **RESOLVED:**

That planning permission be granted subject to the conditions set out in Appendix 1 of the officer report plus the amendments set out above and within the report and the additional condition outlined above; and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

**365**

### **9-12 GREAT SUTTON STREET, LONDON, EC1V 0BX (Item B2)**

Demolition of existing building and construction of a part two, part six-storey mixed use building providing 1,802m<sup>2</sup> of B1(a) office floorspace over basement, ground, first and second floors and 10 residential flats (three x 1-bedroom, six x 2-bedroom, one x 3-bedroom) above.

(Planning application number: P2016/4533/FUL)

In the discussion the following points were made:

- The Planning Officer informed Members that item was deferred at the meeting of the Committee on 18 July 2017 for three reasons which the applicant had now addressed. Members were advised that the applicant had submitted responses from the Design Review Panel (DRP), an amended daylight/sunlight report and a Fire Strategy.
- The meeting was informed that 2 letters of objection had been received, one from a resident who is registered to speak and 2 letters from local Member of Parliament raising issues of overlooking, privacy, daylight/sunlight and light pollution. The local MP has requested if further amendments could be made to overcome overlooking issue.
- Members were informed that feedback from DRP was positive and they were impressed with the quality of the materials proposed especially with the special bricks. Also Members were advised that applicant had received a letter from the fire authority confirming their satisfaction with the proposals safety strategy.
- With regards to the impact of the daylight loss, the Planning Officer advised that fewer windows actually failed the test as compared to the original officer assessment in the July report and that the applicant had visited 5 neighbouring flats to confirm the room sizes and layouts and submitted an amended daylight/sunlight assessment.
- Objections raised by neighbouring residents included concerns regarding overlooking, the scale of the scheme, whether the new case officer been passed the previous letters of objection, whether the windows were numbered correctly in the amended daylight/sunlight report and that officers had not visited their apartments to assess the impact of the proposal on resident's amenity.

## Planning Committee - 6 February 2018

- In response the applicant's agent informed Members that the proposal would provide a higher quality, more accessible and more employment space than the existing buildings currently offered. They clarified the addresses of the flats that had been visited and the window numbering in the daylight/sunlight report
- Members were concerned about the level of overlooking from the offices to nearby residents and Cllr Fletcher proposed a motion to amend condition 9 to alleviate the privacy concerns by providing obscure glazing to all south facing windows to the rear elevation. This was seconded by Councillor Khan and carried.
- Members were concerned about the hours of use of the terrace and potential noise pollution concerns arising from the use of the roof terraces and Cllr Kay proposed a motion to limit the hours of its use from 09:00 to 18:00 Monday to Friday. This was seconded by Councillor Nicholls and carried.

### **RESOLVED:**

That planning permission be granted subject to the conditions and informatives set out in Appendix 1 of the officer report and the amended conditions and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1 of the officer report.

**366**

### **PAUL ANTHONY HOUSE, 724 HOLLOWAY ROAD, LONDON, N19 3JD (Item B3)**

Demolition of existing buildings and redevelopment to provide a 6-storey (plus basement) building accommodating 1,307sqm (NIA) office floorspace at basement and first to fifth floors, and a 243sqm (NIA) retail (A1 use) unit at ground level, together with associated cycle parking and refuse and recycling storage.

(Planning application number: P2016/3353/FUL)

In the discussion the following points were made:

- The Planning Officer advised Members that at paragraph 10.163 of the report, the Head of Terms should include the payment of a figure of £350,000 for the provision of affordable housing within the Borough.
- Members were advised that the site is located within Archway Town Centre and that the proposal would result in a substantial increase in office floorspace, inclusive of SME workspace together with 10 new residential units
- In response to sunlight/daylight, outlook and privacy, Members were informed that conditions have been recommended to ensure that there would not be any significant impact on the residential amenities of neighbouring residential occupiers.
- The Planning Officer informed Members that although there is a reference to additional excavation in paragraph 10.25 for providing an increased basement, this would not take place on Network Rail land which is not within the site.

- Members welcomed the scheme as policy compliant.

**RESOLVED:**

That planning permission be granted subject to the conditions set out in Appendix 1 of the officer report and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

**367**

**SITE OF ELECTRICITY SUB STATION, OPPOSITE 15-27 GEE STREET & CAR PARK SPACES 90-98 GOSWELL ROAD (Item B4)**

Demolition of existing boundary walls and brick substation enclosure and erection of a seven storey building to provide 3,956 sqm (GIA) office (Use Class B1a) floorspace on part ground floor and Levels 1-6 and 94 sqm (GIA) retail floorspace on part ground floor.

(Planning application number: P2017/3389/FUL)

In the discussion the following points were made:

- The Planning Officer advised Members that item was deferred at the 5 December meeting to allow the applicant consider a more permanent solution to the overlooking concerns and loss of privacy. Members were informed that the applicant had identified 3 dwellings which could be most directly overlooked.
- Members were informed that the applicant had proposed internal louvres to mitigate overlooking of residential units within The Rooftops. Members were informed that in the case where residential windows were directly opposite the office floorplate the louvres would be rotated to block out the view, and where the views are oblique the louvres would be oriented to allow straight views out whilst screening angled ones.
- The Planning Officer advised that a further objection had been received with accompanying photographs to demonstrate the likely reflection of activity within flats within the Rooftops onto the glazed façade of the proposed building. The Planning Officer presented the photographs to the committee.
- Members were informed of a further objection had been received raising concerns that overlooking and reflection onto the façade of the proposed building may have safety and security implications for residents, and also raising concerns in relation to light pollution.
- The Planning Officer advised that residents of The Rooftops had requested that the recommended condition at paragraph 2.22 of the committee report be amended to require consultation with residents of the block on the details of measures to mitigate light pollution.
- Neighbouring residents were concerned about overlooking and loss of privacy as they were surrounded by similar type of buildings and that conditions regarding the light reflections were not sufficient and that it would be important that neighbouring residents be consulted regarding the appropriate measures to alleviate light pollution concerns as previous schemes that had similar conditions were not fulfilled after

## Planning Committee - 6 February 2018

changes in tenancies.

- The Agent advised Committee that the applicant had worked in conjunction with the Design Review Panel to address the overlooking concerns. The agent reminded Committee that Gee street was a public highway; the proposal being an office development facing residential so there was no policy issue of overlooking.
- Councillor Fletcher enquired on whether further commitments to within the condition to secure a management plan for light pollution mitigation measures which should address tenant arrangements and leases.
- It was suggested that an additional condition be recommended to secure and permanently maintain the overlooking mitigation measures detailed within the Internal Views Report submitted by the applicant.
- Planning Officer informed the Committee that condition 2 (plan numbers) would be revised to reflect a couple of corrections to plan documents and plan numbers and also conditions 9 (energy efficiency) and conditions 10 (renewable energy) will be amended to reflect the Council's Energy Advisor's previous comments that the applicant should attempt to achieve further improvements in relation to renewable energy and co2 reduction.
- Members agreed that an expectation of nil overlooking in a densely built up area would be unrealistic but welcomed the measures that the applicants had proposed in order to alleviate overlooking concerns.

Councillor Fletcher proposed a motion to include an additional condition, the exact wording to be delegated to Officers ensuring that residents are consulted on measures to mitigate light pollution. This was seconded by Councillor Kay and carried.

### **RESOLVED:**

That planning permission be granted subject to the conditions of the officer report plus the amendments above and the additional condition outlined above; and subject to the prior completion of a Deed of Planning Obligation made under Section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1 of the officer report as amended above, the wording of which was delegated to officers

The meeting ended at 9.15 pm

**CHAIR**



### PLANNING COMMITTEE REPORT

Development Management Service  
 Planning and Development Division  
 Environment and Regeneration Department  
 Islington Town Hall  
 Upper Street  
 LONDON N1 2UD

<b>PLANNING COMMITTEE</b>		<b>AGENDA ITEM NO: B1</b>
<b>Date:</b>	1 March 2018	<b>NON-EXEMPT</b>

Application number	P2017/2961/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	Adjacent to Grade II and Grade II* Listed Golden Lane Estate
Conservation area	Partly within St. Luke's Conservation Area and within 50m of Hat and Feathers Conservation Area
Development Plan Context	Site Allocation BC34 'Richard Cloudesley School' Central Activities Zone (CAZ) Core Strategy CS7 - Key Area Bunhill and Clerkenwell Moorfields Archaeological Priority Area Local Cycle routes St Luke's Conservation Area (northern part of the site) Within 50m of the Hat & Feathers Conservation Area Article 4 Direction (A1-A2)
Licensing Implications	None
Site Address	Former Richard Cloudesley School, Golden Lane, EC1Y 0TZ
Proposal	Demolition of the former Richard Cloudesley School, City of London Community Education Centre; garages and substation; erection of a 3 storey building with rooftop play area (Class D1) (2300.5 SQM GEA) and a single storey school sports hall (Class D1) (431 sqm GEA) to provide a two- form entry primary school; erection of a 14 storey building (plus basement) building to provide 66 social rented units (Class C3) (6135 sqm GEA), and affordable workspace (Class B1a) (244sqm GEA), landscaping and associated works.

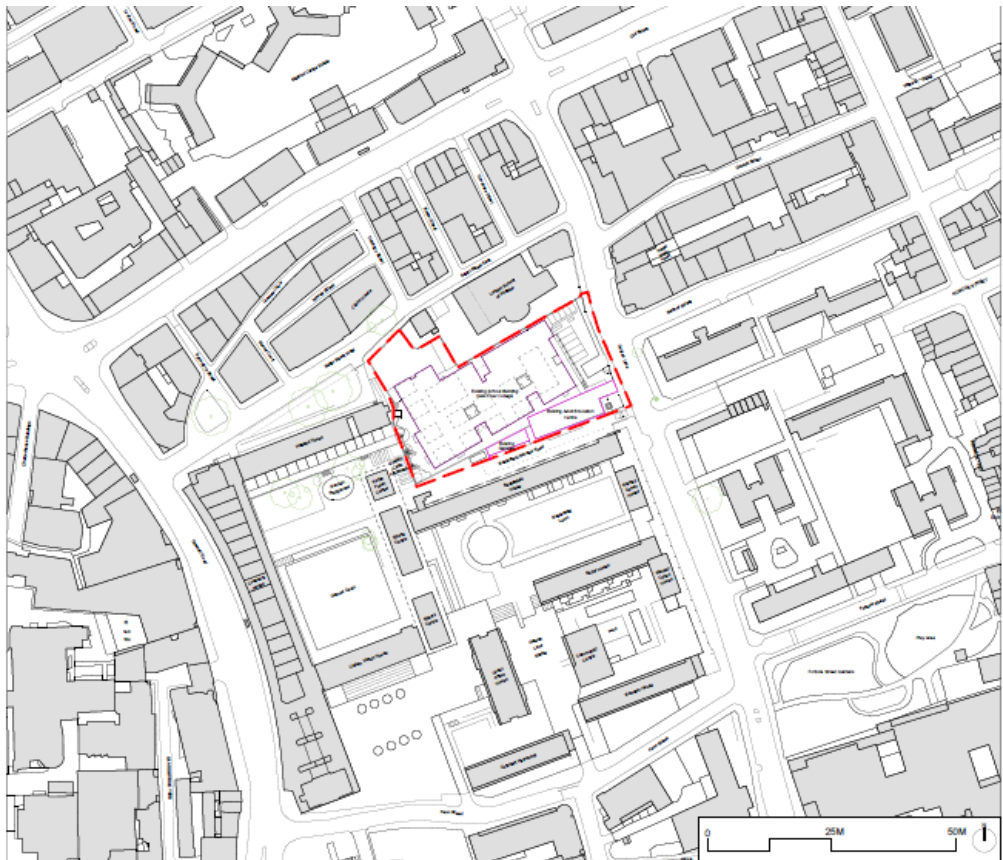
Case Officer	Simon Greenwood
Applicant	Corporation of London
Agent	Montagu Evans – Mr Jon Bradburn

## 1. RECOMMENDATION

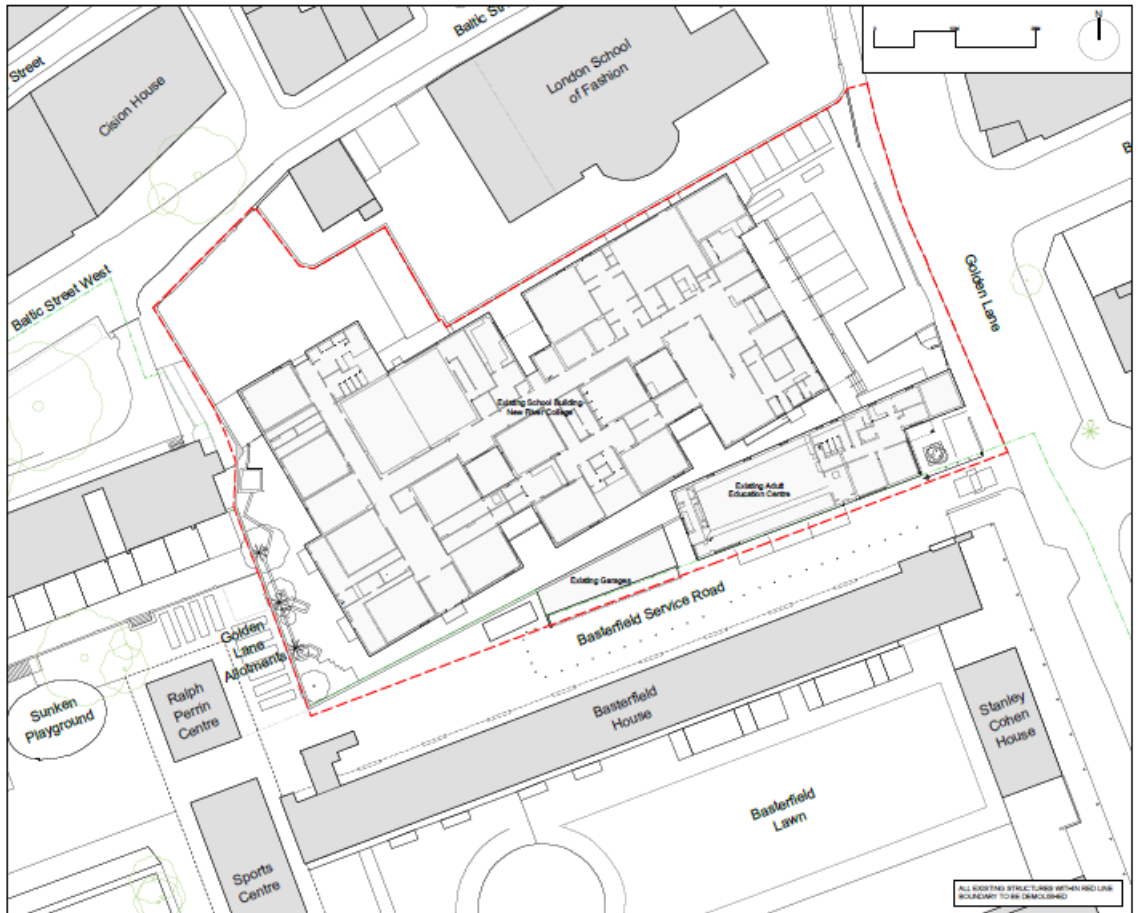
1. The Committee is asked to resolve to **GRANT** planning permission for that part of the proposed development within the London Borough of Islington subject to:
  - a) the conditions set out in Appendix 1; and
  - b) the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1; and
  - c) the City of London resolving to grant planning permission in respect of duplicate application reference 17/00770/FULL on the same terms as 1 a) and b) for that part of the proposed development within the City of London; and
  - d) any direction by the Mayor of London to refuse the application or for it to be called in for the determination by the Mayor of London.

AND to delegate to the Corporate Director of Environment & Regeneration in consultation with the Chair of the Committee to make minor amendments to the Heads of Terms and conditions following the resolution of the City of London to ensure consistency.

## 2. SITE PLAN (site outlined in red)



## Existing Site Layout / Context Plan



## Aerial View







3. PHOTOS OF SITE/ STREET

Golden Lane frontage of site with London College of Fashion building to the north



Golden Lane frontage of site with Basterfield House and service road to the south (left of photo)



View of site looking south down Golden Lane (Basterfield House in the middle ground)



Rear of site looking north east (Golden Lane Estate allotments on the left)



Baltic Street West frontage of site



Allotments to rear of site with Hatfield House behind and application site to the right



View of site from within Golden Lane Estate, Hatfield House to the left and Basterfield House to the right



#### 4. SUMMARY

- 4.1 The proposal is to redevelop the site to provide a 3 storey primary school building with rooftop play area (which will give the appearance of a 4 storey building) and a single storey (double height) school sports hall to accommodate a 2 form entry primary school. The proposals also seek to erect a part 4 storey, part 14 storey building to provide 66 affordable (social rented) residential units fronting Golden Lane. The residential building now includes a basement to accommodate cycle parking and plant and small/micro workspace units are proposed at ground floor level.
- 4.2 This is a very detailed and complex assessment and balancing exercise and it is recommended that for a proper summary the final balancing exercise section is reviewed at the end of this report (section 12).
- 4.3 However, notwithstanding the above, it is considered that the overall harm arising from the proposed development is considerable. However, it is also considered that the overall benefits arising from the proposal are also considerable. This is a finely balanced case with great weight to be attached to both the harm (particularly the heritage and townscape harm) and the benefits (particularly the social housing and new school and nursery) and on balance, it is considered that the proposal is acceptable in planning terms.

## **5. SITE AND SURROUNDINGS**

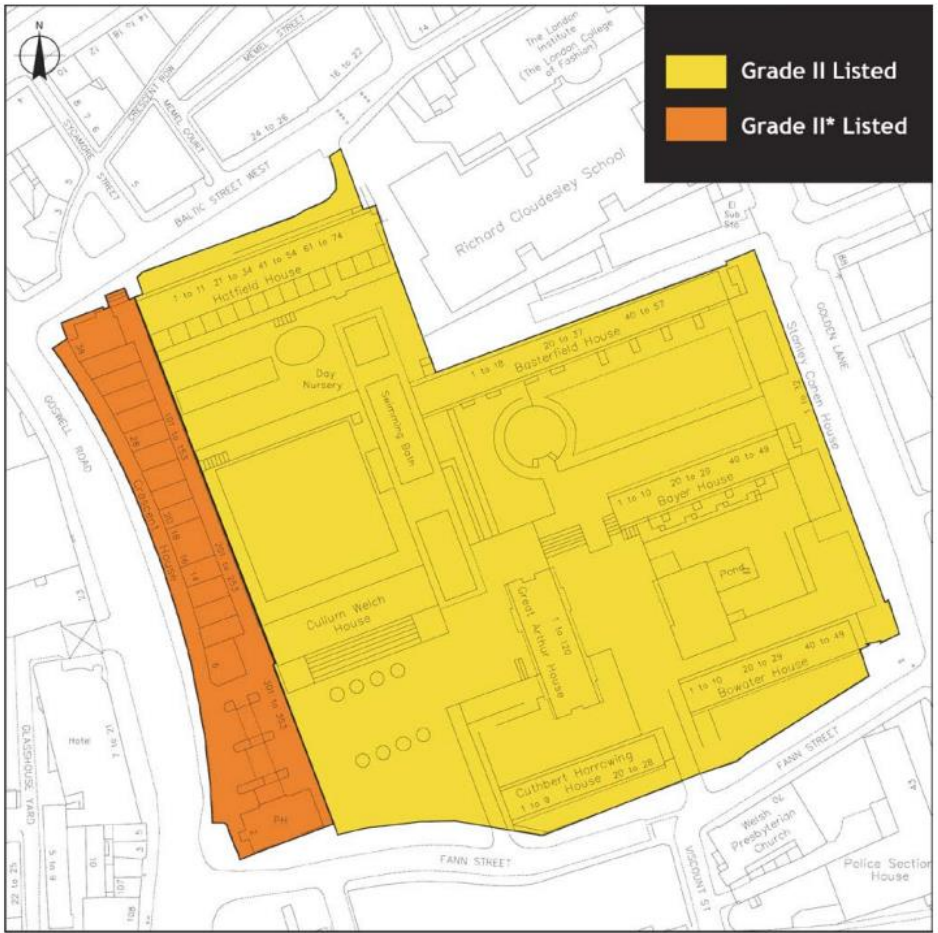
- 5.1 The 0.4 hectare site is currently occupied by predominantly single storey buildings comprising the former Richard Cloudesley School, garages (which include one disabled car parking space), the City of London Community Education Centre and an electricity sub-station.
- 5.2 The former Richard Cloudesley School was built in the early 1970s as a special needs school on land that had been bombed and cleared after the war to provide an area for comprehensive redevelopment which included the Barbican and Golden Lane sites. The current site comprises a single-storey buildings with surrounding tall boundary walls.
- 5.3 The eastern boundary of the site fronts onto Golden Lane whilst the northern boundary adjoins the London College of Fashion (previously the Board School) buildings with a short secondary frontage onto Baltic Street East. The south and west boundary of the site adjoin the Golden Lane Estate which is a Grade II and Grade II\* listed 1950s social housing complex located within the City of London. This estate is formed of an arrangement of 4-6 storey blocks enclosing generous, open and spacious landscapes comprising a series of raised circulation routes and sunken open spaces of various character. The whole pivots off a central tower, Great Arthur House, which is 16 storeys in height.
- 5.4 Further to the south on Golden Lane, south of Fann Street, is the site of the former six storey Bernard Morgan House, the Jewin Welsh Chapel and 12-storey Cripplegate House before the scale of development steps up to the composition of Barbican podium and towers on the skyline.
- 5.5 The majority of the site falls within the administrative boundary of the London Borough of Islington and a small part of the site falls within the boundary of the City of London. The north-west corner of the Site lies within the St Luke's Conservation Area and the remainder of the site is located immediately adjacent to the St Luke's Conservation Area. The Conservation Area and borough boundaries are indicated below.

Map indicating borough boundary and St. Luke's Conservation Area



- 5.6 This part of the St Luke's Conservation Area is characterised by late 19th century commercial buildings between three and four storeys in height. There are two locally listed buildings, 109 and 111-115 Golden Lane, immediately to the north of the site within the Conservation Area. St. Luke's Church on Old Street is the main local landmark within the Conservation Area. The Hat & Feathers Conservation Area adjoins the western end of the St. Luke's Conservation Area.
- 5.7 The western end of the original curtilage of the Board School, beyond the school keeper's house is within the application site, including the brick school playground boundary walls. The former school has a north elevation facing Baltic Street East and a southern elevation which was intended to be seen by the public from the street as it faced originally onto the north side of Hatfield Street which occupied the site prior to the blitz and subsequent post-war site clearance.
- 5.8 The western boundary adjoins the Grade II listed Hatfield House (which is a 4 storey building plus basement) within the Golden Lane Estate and the estate allotments. The south of the site abuts a service road that runs immediately to the rear of the Grade II Basterfield House (also a 4 storey building but without basement) within the Golden Lane Estate. The service road provides an east-west route into the Golden Lane Estate towards its leisure centre. Crescent House is the only Grade II\* listed building within the estate and fronts Goswell Road. The estate does not currently lie within a Conservation Area but there are proposals being considered by the City of London for its designation.

Map of Golden Lane Estate and Extent of Listing



- 5.9 Overall, the surrounding area is mixed in character. It predominantly comprises office, residential and retail uses and is generally characterised by buildings of between 4 and 6 storeys in height.
- 5.10 There are a number of tall buildings within the wider area including Great Arthur House (16 storeys); Braithwaite House (19 storeys); St Mary’s Tower and Peabody Tower (13 storeys); Coltash Court (14 storeys); Cotswold Court (12 Storeys); Sapperton Court (12 Storeys); Parmoor Court (12 storeys); Blake Tower (17 storeys); Finsbury Tower (16 storeys existing with permission granted in 2017 for a 12 storey extension – 28 storeys total height); Barbican Cromwell Tower (42 storeys); and the Barbican Lauderdale and Shakespeare Towers (43 storeys). Further details of these tall buildings are provided within the tall buildings assessment later within this report.
- 5.11 The majority of the site is owned by Islington Council and a small part of the site is owned by the City of London.

Site Ownership







Note: the borough boundary is incorrectly indicated on this plan – please refer to the above plan for the correct boundary

- 5.12 The main access to the site is via the approx. 9.7m wide Golden Lane frontage which currently features 2 vehicular accesses, pedestrian gates and a pedestrian access to the existing City of London Community Education Centre. There is a secondary access to the site from Baltic Street West which has not been in regular use.
- 5.13 The site has a Public Transport Accessibility Level (PTAL) of 6a (Excellent). Barbican Underground station is approximately 600m walking distance away from the site whilst Old Street station is approximately 700m walking distance and Farringdon station is approximately 1.1km walking distance.
- 5.14 The site is located within the Central Activities Zone (CAZ).

## 6. BACKGROUND

- 6.1 The existing Richard Cloudesley School have moved into new premises on Whitecross Street vacating their building on the application site.
- 6.2 The Council, as Local Education Authority (LEA) had identified the need for a new primary school in the south of the borough. Heads of Terms have been agreed for the Council to transfer the land ownership of the former site of the Richard Cloudesley School to the City of London (CoL). The CoL intend to carry out the proposed development.
- 6.3 The Heads of Terms set out that a target of 70, and no less than 40, social rented affordable homes be delivered on this site. The Council will have nomination rights to 50% of the new units. The timeline relating to the agreement is detailed as follows:
  - September 2012 – the Council’s Executive Committee approved proposals for the potential disposal and redevelopment of the Richard Cloudesley School site through the Islington Land Disposals Framework subject to receipt of the necessary consents from the Secretaries of State for Education and Communities and Local Government.

- November 2013 - Islington Council's Executive Committee approved a report to support the principle of a joint development with the City Corporation to provide additional nursery and primary school places along with affordable homes for social rent utilising both the former Richard Cloudesley School site and the adjacent City of London Community Education Centre site owned by the City Corporation.
- November 2014 – the Council's Executive Committee approved the proposed development of the Richard Cloudesley School site and CoL Community Education Centre by City of London Corporation to provide a nursery for 26 pupils plus provision for 12 two year old places, a 1 form entry primary school and an estimated 70 to 90 new social housing units.
- January 2017 – the Council's Executive Committee approved the revision of the proposed development to incorporate a nursery, a 2 form entry primary school and an estimated 70, but not less than 40, social rented housing units to be allocated on a 50:50 basis for Islington and City of London.

6.4 The January 2017 report to the Council's Executive Committee explained that, following the previous agreement to provide a 1 form entry primary school, a Joint Project Board comprising officers from both authorities produced up-dated Heads of Terms for the development and School Heads of Terms for the lease to the academy body. These Heads of Terms followed detailed negotiations and reflected requirements imposed by the Education Funding Agency (EFA) (now the Education and Skills Funding Agency (ESFA)) as a condition of providing funding that the size of the school was increased to 2 forms of entry.

6.5 The new school, the City of London Primary Academy Islington (COLPAI) opened in temporary accommodation at Moreland's Primary School in September 2017.

## **7. PROPOSAL (IN DETAIL)**

7.1 It is proposed to redevelop the site to provide a 3 storey primary school building with rooftop play area (which will give the appearance of a 4 storey building) and a single storey (double height) school sports hall to accommodate a 2 form entry primary school. The proposals also seek to erect a part 4 storey, part 14 storey building to provide 66 affordable (social rented) residential units fronting Golden Lane. The residential building now includes a basement to accommodate cycle parking and plant and small/micro workspace units are proposed at ground floor level.

### **School and Nursery**

7.2 The proposed primary school would occupy a three storey school building on the northern boundary of the site with a formal entrance on Baltic Street West and a main school entrance on Golden Lane underneath the proposed residential building fronting Golden Lane.

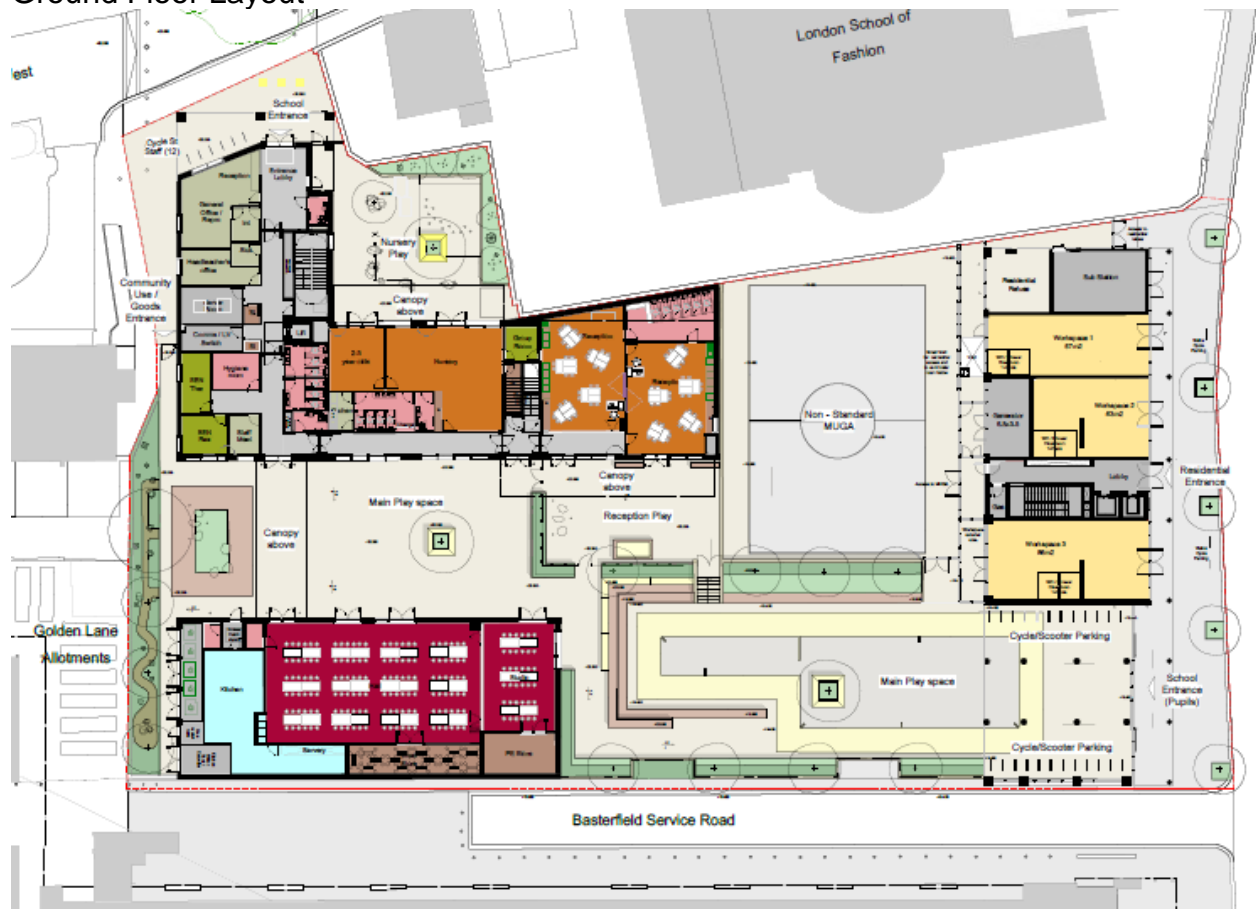
7.3 There would be two cores within the school, one designated for Key Stage 1 pupils (Years 1 and 2) and the other for Key Stage 2 (Years 3, 4 and 5).

7.4 The ground floor would comprise the nursery classrooms and reception classrooms with separate toilets and washrooms. There will also be a separate room designated for group work and two designated Special Education Needs Rooms (SEN), a hygiene room,

changing facilities and toilets for staff and visitors. Administrative facilities including the formal school reception will be located on the ground floor fronting Baltic Street East.

- 7.5 The first floor would comprise six classrooms accommodating Years 1, 3 and 4 pupils along with a Learning Resource Centre (LRC), two group work rooms, general store and a staff meeting room. The second floor would comprise six classrooms accommodating Years 2, 5 and 6 pupils, a special teaching room, two group work rooms, a general store and a second staff meeting room.
- 7.6 The following play areas for the school and nursery are proposed:
- 1,838 m<sup>2</sup> general play space at ground floor;
  - 470m<sup>2</sup> general play space at roof level;
  - 330m<sup>2</sup> Multi Use Games Area (MUGA) (area excludes space around the pitch); and
  - 195m<sup>2</sup> nursery play area (separated from the main school playground).
- 7.7 A new separate multi-purpose hall is proposed. The hall has been designed with kitchen facilities and space to accommodate 228 children for lunch. There would be storage in the hall for the dining room tables and separate storage for PE equipment.

## Ground Floor Layout



- 7.8 It is proposed to remove 4 existing trees (Category C) (two silver birches, a cherry tree and a butterfly bush), one area of scrub, and one group of C category trees would require removal. One area of climbing plants would need to cut back to the common boundary. The landscaping proposals show that 20 new trees would be planted across the site (including 5 to the site frontage on Golden Lane).

### **Residential Block**

- 7.9 A 14 storey residential block (measuring 47m in height) is proposed and would comprise the following unit mix:
- 35 one bedroom units (including 6 wheelchair accessible and 5 wheelchair adaptable units);
  - 26 two bedroom units (including 1 wheelchair accessible and 1 wheelchair adaptable units); and
  - 5 three bedroom units.
- 7.10 The entrance to the residential block will be located at ground floor level on the Golden Lane frontage. Three small/micro workspace units, refuse storage, a new substation and a generator would also be provided at ground floor level. Cycle storage, mechanical plant, space to facilitate future connection to the Bunhill District Heating Network and a storage room for play equipment would be provided at basement level. The residential units will have deck access and will all be dual aspect with private amenity space provided in the form of balconies.

7.11 The 14 storey building will comprise a 4 storey podium with a tower above. This podium is intended to relate to the predominantly 4-6 storey development along Golden Lane, including the 4 storey Stanley Cohen House. The tower is set away from the southern boundary of the site and Stanley Cohen House to seek to achieve a better relationship in townscape terms with this building and to seek to avoid undue harm to the residential amenities of occupants of this block. The facing material of the podium would include a red brick with concrete columns whilst the tower would be constructed from a lighter coloured reinforced concrete.

Nomination rights - split between boroughs

7.12 It has been agreed that the nomination rights for the proposed social rented units will be split on a 50/50 basis (by unit number) between the City of London and Islington. The allocation by unit size is based upon the actual housing need of the two boroughs and Islington generally require larger family sized units whilst the City generally have a requirement for smaller units. It has therefore been agreed that Islington will have nomination rights to 9 one bedroom units, 20 two bedroom units and 4 three bedroom units whilst the City of London will have the nomination rights to 26 one bedroom units, 6 two bedroom units and 1 three bedroom unit.

Aerial Illustration (July Submission)



7.13 Public realm improvements are proposed including new paving, street furniture, bollards and flush kerbs on Baltic Street West. Tree planting is proposed on Golden Lane and green wall planting is proposed on the Basterfield Service Road.

Revisions

7.14 The proposed development was amended with revised details submitted and received by the Council on 23 October 2017. The amendments included the following:

- Revised ground floor layout to the residential building (changes included an enlarged cycle store, a reduced lobby and relocation of the future Bunhill District Energy Network connection room to front the building to provide display space)
- Revision to location of the school gates on Golden Lane to reduce the size of the recess under the building to reduce the opportunity for antisocial behaviour outside of school hours;
- Details of revised elevational treatment to the residential podium to better relate it to the facade of the tower. The revisions included an amendment to the brickwork treatment and the introduction of concrete columns.
- Details of brickwork facing material in place of concrete cladding along the access decks
- Detailed design information including details of balustrading.
- Introduction of a parapet to the top of the tower.
- Detailed construction design drawings for key elements of the residential building to demonstrate quality in delivery;
- Details of proposed palette of materials.

7.15 The proposal was further amended following the submission of revised details on 26 January 2018. The further amendments included the following:

- Creation of a basement under part of the residential building for plant and storage areas (bicycles and residential play equipment);
- Introduction of improved active frontage on to Golden Lane in the form of Class B1a workspace suitable for small/micro enterprises; and
- Alteration to the location and enlargement of the MUGA, facilitated by the sprinkler tank being moved to the basement.

7.16 Further details of the above revisions are provided within the Design and Appearance section of this report.

## **8. RELEVANT HISTORY**

8.1 There is no planning history for the application site considered to be of relevance to this planning application.

## **9. CONSULTATION**

### **Public Consultation**

9.1 Letters were sent to occupants of adjoining and nearby properties at Sycamore Street, Timber Street, Honduras Street, Domingo Street, Old Street, Garrett Street, Banner Street, Golden Lane, Fortune Street, Memel Street, Baltic Street East, Baltic Street West, Goswell Road, Crescent Row, Sycamore Street, Roscoe Street, Whitecross Street on 31 July 2017, 24 October 2017, 17 November 2017 and 29 January 2018 (14 day consultation) . A site notice was displayed on 9 August 2017 and a press advert was placed on 3 August 2017. The public consultation on the application therefore expired on 12 February 2017.

9.2 It is the Council's practice to continue to consider representations made up until the date of a decision.

- 9.3 During the processing of this application, officers met with representatives of the Golden Lane Estate Residents Association and with a group of parents of children attending COLPAI currently housed at Moreland Primary School.
- 9.4 At the time of the writing of this report a total of 117 objections from individual properties and 67 representations in support (from individual properties) had been received from the public with regard to the application. It should be noted that at the time of writing the City of London recorded the number of representations as a total of 151 representations objecting to the proposals and a total of 31 representations in support.
- 9.5 The issues raised can be summarised as follows:

## **Objections**

### School

- Two form entry school is not required; School places are available at nearby Moreland Primary School; Primary schools should be within walking distance of their catchment – this will not be the case now or in the future; Pupils will be driven to school from further afield; Islington’s own education policy states there is no requirement for additional school places in the south of the borough; FOI requests show that demand for school places in London are falling and that Moreland Primary School is a two form entry school running as a single form entry school.
- Huge increase in pupil numbers on the site; Increase in pupil numbers from 80 to 458; Site is too small to accommodate a 2 form entry school; School is too big for site and is compromised – internal circulation spaces will be too small at peak times and playground areas do not meet current Department of Education Guidelines.
- Rooftop play area unsafe and inappropriate;
- 2 form entry school has resulted from funding requirements and not need or demand
- Opening of school creates unreasonable pressure to obtain planning permission; Delay in obtaining planning permission will necessitate a shorter building programme;
- School hall will be unsightly. No justification for school hall in separate building; School hall should be provided within a basement or at a sunken level;
- Hall would cause significant light loss to community allotments.
- Golden Lane Estate already has a community hall and sports centre which meets demand; School hall is designed for adult sport and private hire and seems excessively high for primary school children.
- School hall is poorly located for public access; School hall should be at the front of the site;
- Narrow service corridor to school hall is inappropriate and its use for refuse collections and evening community events will cause disturbance to residents of Hatfield House; School refuse store is too small;
- Location of plant on school hall is unclear.
- CoL formally requested that the Sir John Cass Foundation Primary School (SJCFPS) accept a second form of entry and obtained 90% of the funding – Foundation’s Board of Trustees refused to provide the necessary licence and

remaining 10% funding - SJCFPS already accommodates demand for school places from the CoL – it seems reasonable to assume that the Board of Trustees reasons for refusal to support expansion were political to enable CoL to justify COLPAI on the basis of need rather than aggrandisement.

#### Height and massing

- Excessive height, scale and massing of residential block; Massing is overpowering, casting massive shadows; Overbearing visual impact; At 14 storeys or 47m the residential tower is simply too tall for the area; Block is completely out of scale with its surroundings; Block is even taller than Great Arthur House, the centre-piece tower on the Golden Lane Estate; School will be dominated by the tower.
- The building is located right up against the street-line of Golden Lane with no set back which is entirely contrary to established convention for tall buildings; Existing tall buildings in the locality occupy spacious settings and have their own public realm.
- Site is identified in the Finsbury Local Plan as within 'an area with a platform building height of around 6 storeys which would be an appropriate height; Site is a long distance from the locations identified as suitable for tall buildings within the Finsbury Local Plan; The attempt to relate the podium to Basterfield House is an acknowledgement of what the maximum height of the building should be.
- Wind impact of tower; Suggestion that access decks and balconies would break up the façade were unconvincing and unscientific; Detailed analysis of the effect of the height and orientation of the tower block on wind speed around the site should be brought forward.

#### Daylight and Sunlight

- Substantial loss of daylight and sunlight to neighbouring properties; Extreme loss of light to Banner Street, Hatfield House and Basterfield House flats with some kitchens losing 50% of their light; Daylight and sunlight report disregards kitchens and bathrooms – surely daylight and sunlight are a necessity in all rooms.
- Daylight assessment with projecting bays and balconies to Basterfield House removed still fails to comply with BRE Guidelines.
- Residential block would overshadow the whole of Basterfield House including the kitchen, bathroom, bedroom and porch as well as the service road and pavement; Overshadowing of Banner Street.
- Loss of light to the GLE allotments / children's play area.
- School playground will receive no morning light.
- Daylight Sunlight Report plays down impact of the proposal with prejudicial assertions; e.g. daylight levels to the existing building are unusually high and any development on the site would result in a substantial loss of daylight.
- Daylight Sunlight calculations were based on the original application where the height of the tower was assumed to be 66,220 AOD and the revised design proposes a tower with a height of 66,538 AOD and the calculations should be re-run and re-issued. *Officer note: the applicant's daylight sunlight consultants have responded that the lift-overrun area noted on the drawings as 66538mm AOD is set away from the parapets and is not visible from the properties tested, thus would have no impact. Furthermore, whilst the height of the tower has been increased by*



284mm, it is not necessary to rerun the sunlight and daylight results as this increased height would have little or no effect on the results.

- Mirror-massing analysis of Basterfield House was undertaken – Section 2.3 and Appendix F of the BRE guidelines relate to planning a building adjacent to future development land and anticipating the impact of future development and is not relevant in this case. Even then, the BRE example uses the site boundary as the axis for the mirror massing and the assessment uses the centre of Basterfield Mews as the axis, not the site boundary. *Officer note: The applicant's mirror massing exercise has not been given any weight in the assessment of the impacts carried out by officers.*

#### Residential Amenity

- Overlooking / Loss of privacy.
- Smells from kitchen / extract units.
- Light pollution from development; Floodlighting to MUGA should not be provided.

#### Noise

- Increased noise and disturbance, including from school activity; School hall location will result in noise nuisance; Noise and disturbance from: hiring out of school hall to community / play times / movement of staff and pupils between hall and main building / pick up and drop off / plant and kitchen extract equipment / servicing of school hall / waste collection arrangements
- Noise from MUGA will affect residents of proposed block; Noise mitigation to MUGA should be provided
- More thought should be given to noise absorbing soft surfaces
- Noise Assessment does not explain 'noticeable and intrusive noise in some locations during some activities'
- Noise insulation to rooftop plant on school hall should be provided
- Noise Assessment submitted July 2017: Locations of noise monitoring indicated in noise report are inconsistent and incorrect; Incorrect assertions about distances to nearest noise sensitive receptors; Incorrect noise assessment levels; Multi Use Games Area has not been included in the report; Report overestimates / overstates typical ambient noise levels; No acoustic survey taken to the south of the site (Basterfield House) which is most directly affected; Noise impact grossly underestimated; Assumption of two twenty minute break times does not accord with extended day advertised on school website.
- Noise Assessment submitted November 2017: Incorrect assumptions regarding use of hit and miss brickwork for rooftop playground screening *Officer note: the applicant's noise consultants have responded that the assessment assumes a worst case scenario and a more solid enclosure is now proposed (to be secured through condition) which will further attenuate noise from the playground;* Revised Noise Assessment uses different noise data for assumptions regarding playground noise which assume lower noise levels. *Officer note: the applicant's noise consultants have responded that they undertook a thorough review of source data for playground noise and the dataset used was chosen because it was considered more robust than that used in the July 2017 assessment. The data used was collected in a city centre location and was based upon a larger number of separate measurements;*

- Calculation assumptions for the noise from the playground make the assertion that due to the setback nature of the windows within receptors to the south, west and east, a degree of self-screening will be provided by the balcony/access areas and for assessment purposes a loss of 6dB has been calculated. However, bedroom windows to Basterfield House are flush with the face of the building and assumption is incorrect. *Officer note: The applicant's noise consultants have commented that the assessment assumed set back windows to living spaces and non-set back windows to kitchens and bathrooms. They advise that kitchens and bathrooms are generally considered to be less acoustically sensitive than living spaces and therefore have not been assessed. The consultants further address the concerns regarding bedroom windows by advising that the school will not be generating any noise during night-time hours whilst it is anticipated that the community uses the hall will be conditioned to ensure that users to have left the premises by 22.00;*
- The applicant was conducting heavy building works adjacent to the sound meter on the day that the noise survey was taken. The Noise Consultants advise that they have made allowances for this, but they also state that the survey was unattended therefore how do they explain what noises relate to the building operations and their methodology for making allowances. *Officer note: the noise consultants have explained that the audio recordings were reviewed and periods of construction noise manually identified and removed from the calculations.*

#### The Golden Lane Estate

- Various comments received setting out the importance and character of the estate, however this is described in relation to the significance of these assets later in this report.
- Special interest of the Golden Lane Estate lies in its character as a finite urban composition in which the lower series of interconnected terraced residential blocks and landscaped courtyards are dominated or 'anchored' by the tower of Great Arthur House located spaciouly at the site's centre - Integrity of this composition should not be compromised or challenged by any new structure of comparable height or bulk to Great Arthur House in the immediate vicinity

#### Character and Appearance / Impact on Heritage Assets

- The tower is ugly / insensitive / bland; Poor quality design; Slab like design at odds with surrounding context;
- Substantial harm to setting of GLE; Development and tower in particular will cause very serious harm to the significance and setting of the Golden Lane Estate and the St Luke's Conservation Area; Proposals do not reflect the unique nature of Golden Lane Estate and its surroundings including Banner Street and Fortune Park; Proposals do not respond to / are incompatible with the ethos and architecture of GLE; If scheme adopted some of design principles of GLE it would be improved; Residential building will block important views into and out of the Golden Lane Estate; Massing, density, height, proportions and materials will harm GLE; Claim that scheme reflects heritage of GLE is disingenuous; Development turns its back on GLE.
- Tower has a negative effect in all directions; Tower will cause considerable harm to the views into and out of St Luke's Conservation Area which abuts the site; Tallest building in St. Luke's Conservation Area is St. Luke's Church; East side of the

Golden Lane Estate is designed to allow views into the estate and the proposal should follow this principle. Residential building blocks views into GLE.

- Harm to views across estate.
- The tower completely blocks all views west along Banner Street and replaces an open view of mid-rise buildings and sky with a solid slab of building.
- Residential building will create a canyon effect on Golden Lane.
- Proposals demonstrate a complete lack of understanding of the founding principles and respect afforded to social housing by Chamberlin Powell and Bon.
- Sterile/blank/inactive ground floor frontage; Entire ground floor is occupied by utilities and services should be put into a basement / basement would provide more design options; Lack of activity at ground floor level of residential block is at odds with architectural convention and published guidance; Lack of natural surveillance from the ground floor. *Officer note: the revised plans submitted in January 2018 now provide three commercial units at ground floor level to provide an active frontage.*
- Islington's Design Review Panel repeatedly raised concerns regarding height and dominance of residential block on street scene.
- Redevelopment is an opportunity to complement the GLE; If design approach of ground floor of Stanley Cohen House were incorporated it would improve scheme.
- Proposal is dull example of London vernacular.

#### Public Benefits

- NPPF requires that proposals which lead to less than substantial harm to significance of a designated heritage asset should be weighed against public benefits of the proposal, including securing its optimum viable use – little weight can be attached to the education benefits of the proposal given that Morelands Primary School now has an additional form of entry and is undersubscribed.
- Proposals are not the optimum viable use of the site – a less dense development of higher quality would result in a better balance of public benefit vs harm caused.

#### Alternative Plans

- Alternative development proposals put forward for the site by objectors and Golden Lane Estate Residents Association which demonstrate lower rise solutions to accommodating proposed accommodation.
- Alternative proposals negate need for tower block and create more green space *Officer note: the architects carried out detailed assessments of options for the configuration of built form on the site which are detailed within the Design and Access Statement which accompanied the application. Members are required to assess the acceptability in planning terms of the proposal which is the subject of this planning application.*

#### Quality of residential accommodation

- The lack of amenity space and excessive density places questions over the quality of accommodation.
- Balconies at the top of the tower won't be used; Walkways will be too windy to use.
- Poor design of building with deck access will result in loss of privacy due to lack of defensible space; GLE provides an example of how deck access can work successfully through appropriate layout and design but proposal ignores this.

#### Density and services

- Gross overdevelopment of the site; Density far exceeds the maximum requirements under the London Plan 2016 and Islington's Local Plan. 110-650 habitable rooms per hectare (405 units per hectare) is allowed for in GLA policy however the proposal seeks to secure double that (1100 units per hectare) on the housing site; Grossly excessive density is not being mitigated by any open space, of which there is a shortage in the locality; Too much is being built on this small site; Density hugely exceeds the 'wriggle room' provided within the London Plan density guidance;
- Significant impact on already stretched local infrastructure, services and facilities, including Fortune Street Park and GP surgeries; Fortune Street Park is under great strain and will be dark and overcrowded. Cumulative impact on infrastructure and services from other development in the pipeline should be considered.
- No additional health provision has been made for new residents – local services are oversubscribed.

#### Lack of green spaces, allotments and play space

- There is inadequate open space in the locality already.
- Fortune Street Park is the only open space in the locality likely to prove attractive to residents;
- Increased pressure on open spaces within the Golden Lane Estate; Children will use Golden Lane play facilities; Golden Lane open space and play facilities are private
- Ground level amenity space should be provided.
- Over 70 children will occupy the development; The GLA policy quoted in the applicant's submission refers to an area of 430m<sup>2</sup> of child play space being required for the housing development and none is proposed.
- Loss of mature trees and inadequate proposals for their replacement/ trees have a reasonable life expectancy.
- Detrimental impact on biodiversity. Ecology Report identifies low ecological value of the application site but ignores the boundary habitats which provide a habitat for nesting birds; Site and green areas within locality support a wide variety of birds and wildlife; Ecology report's assertion that site has negligible potential for roosting bats and low potential for foraging bats is questioned.
- Detrimental impact on allotments.
- Allotments share boundary with the application site and it is not clear whether the boundary wall will be demolished;
- 8am-6pm school day will leave little time for young children to benefit from community use of school hall.
- Site is designated in Finsbury Local Plan for public open space.
- The wall and fencing on the southern boundary of the site should be fully greened up to their full height.

#### Fire Safety

- The school Hall is proposed for use by 500 circa head count of children. There is no fire access except down the Basterfield service road which is often blocked
- The Basterfield service road is to be narrowed and it is heavily used. How will 24 hours' fire access be maintained? Will the gates be permanently locked? Residents would like the gates locked out of office hours to ensure fire access as at present.

Residents object to any loss of their service road temporary parking as a result of the need to secure fire access over the Service road. *Officer note: the gates are existing and there are no proposals to amend the use of these gates under this application.*

- No fire vehicle access to school hall.
- Residential block only has one stairwell – this seems short-sighted following the Grenfell tragedy / Second stairwell would provide residents with more confidence for their safety.
- Restricted width of fire escape.
- No separation of services from common escape routes.
- Cycle parking is proposed on access decks impeding emergency escape;

#### Parking and Transportation

- Increased traffic and congestion and increased pollution as a result
- Detrimental impact on highway, cyclists and pedestrian safety, including from vehicles servicing school on Baltic Street West.
- The access road is a vital route for council contractors and not regularly used without permission; Basterfield Access Road is heavily used deliveries, collection and short term service vehicle parking.
- Loss of disabled parking and resident parking; Loss of six existing garages
- Disabled parking spaces will be located too far from residential block; Will new disabled residents share the GLE garage spaces? Only two disabled parking bays could be provided on-street.
- Inadequate parking and cycle spaces; Cycle parking for school will fall short of policy requirements; Residential cycle store is inadequate size.
- Children driven to the new school from elsewhere in London or Islington would cause noise, pollution and traffic safety concerns;
- Increased demand for on-street parking in the surrounding area.
- Siting of school results in inadequate and inconvenient arrangements for refuse collection and deliveries.
- Proposal for service vehicles to use GLE underground servicing should be communicated to GLE residents; Servicing vehicles will reverse down Baltic Street West; Servicing vehicles will block access to GLE estate underground service road which will also have implications for emergency vehicle; Servicing vehicles will wait on service road ramp causing pollution in Hatfield House flats; If servicing arrangements were changed vehicles would pass within 1.5m of front doors and kitchen windows to Hatfield House;
- Transport consultants should use real data for existing pupils at COLPAI rather than modelling data; Transport Assessment makes no evidence to support assertion that there will be a negligible amount of deliveries associated with residential use; Transport Assessment is overoptimistic and should be independently reviewed;

#### Consultation Process

- Neighbour consultation carried out in August / consultation interrupted and ruined summer holidays.
- Site notices were not displayed *Officer note: there is photographic evidence of the display of site notices.*

- Inadequate pre-application consultation and too late in design process.
- Feedback from consultees has been ignored.

#### Policy and Guidance

- Proposals conflict with numerous Development Plan policies including those concerned with design and tall buildings, NPPF Finsbury Local Plan Site Allocation BC34, St Luke's Conservation Area Guidelines, Golden Lane Estate Building Management Supplementary Planning Guidelines;
- Application acknowledges the Golden Lane Listed Building Management Guidelines but does not assess the proposals against them – the application is defective in this regard.
- St. Luke's Conservation Area Guidelines advise that new buildings should conform to height, scale and proportions of existing buildings in the immediate area using sympathetic materials.

#### Inaccuracies / discrepancies (July and November submissions)

- The boundaries are unclear, inconsistent and seem inaccurate.
- Plans do not match elevations / inconsistencies between different plans and some plans missing;
- No details of boundary treatment to west boundary with Hatfield House. *Officer note: it is recommended that details of boundary treatment to the school development are secured through condition 5.*
- Floor plans for 5<sup>th</sup> to 13<sup>th</sup> floor differ on alternate floors but this is not indicated on the plans.  
*Officer note: revised plans were received to address the errors and inconsistencies identified by objectors.*

#### Other matters

- To minimise public access into the Estate the wall by Basterfield Service Road access gate should not be lowered and feature additional greening;
- The site boundary is wrong as it doesn't include the Basterfield Service Road where works are taking place. *Officer note: the proposed works to the Basterfield Service Road are off site and would be secured through the Section 106 agreement should planning permission be granted.*
- Boundary wall between site and the Golden Lane Estate should be retained as it defines the edge of the estate and supports plants on allotments
- Cross boundary application makes the process more confusing.
- Insufficient number of social housing units is proposed; Too many one bedroom flats.
- Social housing should have been provided at Bernard Morgan House / Proposal is meeting social housing requirements of Bernard Morgan House.
- 100% social housing does not promote mixed and balanced communities.
- Lack of family housing.
- High rise housing is bad for the people living in it and expensive to maintain.
- Community facilities on Golden Lane Estate have been progressively lost over a number of years.
- Increase in footfall in the area as a result of Crossrail, etc.

- Given the time and money invested and the close involvement of both local authorities it seems hard to believe the application will be given objective consideration.
- The Golden Lane Residents Association will consider a judicial review should planning permission be granted.
- Existing buildings could be refurbished.
- Air quality assessment is contradictory – it states that there is little risk of air pollution whilst noting that increased density and school runs would increase pollution.
- Community Education Centre will not be replaced. *Officer note: it is proposed to relocate the Community Education Centre and this matter is addressed within the land use section of this report.*
- Potential for significant archaeological remains on the site.
- School could be housed in the building currently occupied by the London School of Fashion leaving more land for housing and open space
- Historic England are considering listing the garages and workshops that are to be demolished.
- Flats are proposed for key workers but YMCA, Bernard Morgan House (police officer accommodation) and nurse's homes have been closed due to lack of demand. *Officer note: the proposal will provide social rented housing and not 'key worker' housing.*
- Introduction of commercial uses on ground floor intensifies the density of an already dense scheme.

The Golden Lane Estate Resident's Association's objection is accompanied by an independent appraisal of the planning application prepared by a Heritage Advisor. The appraisal (where new issues are raised) is summarised as follows:

#### Demolition

- Existing school buildings are of some interest as an example of the typology of low-rise primary schools built in Islington by the Inner London Education Authority (ILEA) in the late 1960s/early 1970s following the Plowden Report 1965 which recommended a domestic scale – 'little buildings for little people'.

#### Scale and Massing of New Buildings

- Islington's policy on tall buildings does potentially allow exceptions where there are exceptional or outstanding design merits for the proposal – this is not the case and the proposal breaks almost every principle of good urban design.
- Scale and height of the residential block poses serious challenges to the existing townscape and historic environment - it will be extremely dominant in the immediate and wider urban context. It will challenge the scale and dominance of the spire of St Luke's Church (Grade I listed) within the St. Luke's Conservation Area, which is the main landmark in the area.
- It will have a hugely detrimental impact on the listed Golden Lane Estate.
- It should be noted that none of the post-war residential slabs to the south and south-east of the site lie immediately on the back edge of any existing street line – they are set back and located within substantial areas of open space, following Corbusian principles

- All the blocks on the east side of Golden Lane, with the exception of the very narrow six-storey No.88, are well set back from the street, so that their impact is reduced.
- Applicant argues the residential block relates to and replicates the mass of Great Arthur House and acts as a natural and acceptable 'extension' to the Golden Lane Estate - This shows a complete failure to understand the master plan and overall layout of the Golden Lane Estate which places Great Arthur House as the centre-piece of the estate, oriented north-south and carefully placed as part of the orthogonal estate layout so that the width of the open areas to its east and west were equal to or greater than the height of the block. For Chamberlin Powell and Bon, the spaces between the buildings were as important as the buildings themselves - By contrast, the proposed tower on the application site (actually taller than the residential element of Great Arthur House excluding its sculpted roof element), has no space around it to ameliorate or soften its massive bulk.
- Residential building will block key view of Barbican Towers and Great Arthur House and will be overpoweringly prominent in views along Golden Lane, from Old Street in the north and approaching from the south from Beech Street - It will rise dramatically above the existing low-rise blocks of Basterfield House, Stanley Cohen House, Bowater House and Bayer House.
- From within the Golden Lane Estate the new slab will loom over Basterfield House when viewed from the communal open space to its south - The size and proximity of the new residential block will have a very detrimental impact on the appearance and setting of the Golden Lane Estate. It will destroy the prominence of Great Arthur House as the focus of the Golden Lane Estate.
- Overall, the proposals cause very serious harm to the setting of the Golden Lane Estate, and run completely contrary to the principles involved in its original layout - The Golden Lane Estate Listed Building Management Guidelines are admirable in extolling the high importance of the Estate, its layout and its setting.
- From within the St Luke's Conservation Area the proposed residential block will be very dominant, rising above the gable of the former Board School in Baltic Street when viewed from Old Street along the length of Honduras Street. The contrast in scale between the new slab and the commercial buildings in the conservation area will be extreme, a juxtaposition which Chamberlin Powell and Bon handled with far greater sensitivity and understanding with the design of Hatfield House.
- Similarly, the view westwards along Banner Street from Whitecross Street will be dominated by the proposed new block on the west side of Golden Lane, belittling the scale of buildings within the conservation area on the north side of Banner Street.
- The new frontage to Golden Lane will block existing views of the fine south elevation of the Board School. Only a limited side-on view will remain visible in the narrow gap left in the Golden Lane frontage. Applicant's argument that the new residential building will improve the setting of the locally listed buildings 'by removing a gap' and 'providing a better townscape context' is extremely unconvincing. The locally listed buildings will be simply dwarfed by the proposals. The view of St Luke's spire currently visible from Fann Street will be lost, obstructed by the proposed new residential block.
- The scale of the new L-shaped school block is also not inconsiderable, slightly



higher than the Victorian Board School which it abuts, and equal in height to Hatfield House. Even without the residential element, the new school on its own would present a sizeable addition to the townscape.

#### Design

- The design of the residential block attempts to differentiate the tall element of the residential block by placing it on a podium (although neither are set back from the pavement edge building line). The podium block, in dark materials, attempts to be sympathetic with the architectural language of Basterfield and Stanley Cohen Houses, as if to concede that this is an appropriate scale and design for the street. The attempt to 'disguise' the tall element by using paler colours, as if it might somehow disappear or recede from view, is an unconvincing and unsuccessful device.
- There is also a fundamental point that the mass, bulk and scale of the proposed residential block is so flawed that no amount of tinkering with design details or materials will alleviate its adverse impact.

#### Residential Density

- The proposed residential density is grossly in excess of the maximum allowed in the London Plan or Islington's Local Plan, even allowing for good access to public transport. The London Plan allows for a range of 650–1,100 habitable rooms per hectare in areas of excellent public transport, and recommends that the maximum should only be exceeded where social infrastructure, open space and play facilities are adequate.
- With 187 habitable rooms in the proposed scheme, the residential density will be around 2,000 habitable rooms per hectare, almost double the recommended maximum. This super-high density is not mitigated by generous provision of public open space. Indeed, there is a complete lack of open space in the scheme itself and an existing deficiency in the local area.

#### Open Space and trees

- Proposals make no contribution to the provision of additional public open space in the area, contrary to the Finsbury Local Plan Site Allocation. The area is already deficient in open space, and the only nearby facility, Fortune Street Park, is heavily used. Objections regarding the adverse impacts on the park of the proposed redevelopment of Bernard Morgan House were ignored.
- 430m<sup>2</sup> of dedicated children's play space should be provided for the residential element of the scheme and none is proposed. The excuse given is that 'the site is heavily constrained in terms of the available area.' It is symptomatic of the overdevelopment of the site.
- The semi-mature silver birch and cherry trees to be removed are an important amenity in an area where there are few trees - they are in good health and have a reasonable life-expectancy as confirmed by Tree Report - The proposed replanting of young trees will not be adequate compensation.

#### Balance of harm against public benefits

- The proposals cause harm to designated heritage assets, notably the setting of the Golden Lane Estate and the St Luke's Conservation Area. The harm may be considered substantial or less than substantial and in either case, the local planning authority is required to weigh or balance the harm caused against the public benefits of the proposal.

- While it has been held that ‘substantial’ harm might require the virtual destruction of the significance of a designated heritage asset, the implication is that ‘less than substantial’ harm can involve very serious harm to the asset. In all cases, it has been held that when balancing harm against public benefit, heritage matters should be given very considerable weight. The Planning Act requires that ‘special’ care be given to conserving and enhancing the historic environment.
- In addition, the claims of the applicant that the proposals will provide significant public benefits need to be examined in detail.

#### Provision of school

- The recent creation of the Golden Lane Campus, comprising the redevelopment and enlargement of the former Prior Weston School, has already created a very sizeable new primary education facility in the immediate vicinity of the site which accommodates around 800 pupils. Moreland Primary School has also been significantly enlarged recently.

#### Provision of Housing

- The social rented housing does little more than meet the City of London’s affordable housing obligations, providing off-site provision conveniently outside the borough, for luxury residential developments within it. The excessive density of development and lack of amenity space places a major question mark over the quality and suitability of the accommodation provided, particularly for family housing.

#### Provision of Community Facilities

- The hall cannot be regarded as an adequate alternative to public open space and external play space. Nor is it clear what the community demand for the hall will be, given that there are existing community hall facilities nearby.

#### Optimum Viable Use

- Paragraph 134 of NPPF provides for less than substantial harm to the significance of a designated heritage asset to be weighed against the public benefits of the proposal, including securing its optimum viable use’. The NPPG suggests that the issue of Optimum Viable Uses should include consideration as to whether an alternative scheme or proposal might cause less harm whilst also achieving equal or greater public benefits, even if that scheme is not the most profitable - It is surely the case that a less dense development, achieving fewer but higher quality housing units, together with the provision of new public open space, better public realm and a multi-purpose hall that is more accessible to the community would result in a far better balance of public benefit against harm caused, and would enhance the local area rather than putting it under great stress.

#### Conclusion

- Overall it is considered that the benefits do not outweigh or justify the harm caused. It is considered that the site should be redeveloped more sympathetically, with less harmful impact on the heritage assets and on the amenities of neighbouring residents whilst achieving equal benefits. In its current form the planning applications should be refused.

## **Support**

### School

- The area would benefit from a new school and it would mean local people don't have to consider moving out of the area due to shortage of good schools.
- Commend Islington and the City for working together to tackle issues such as lack of affordable housing and over-populated classrooms.
- Very limited provision in the City and surrounding area for primary school places – Sir John Cass is the only City of London Primary school and it is very difficult to get a place and is located at the other end of the borough; COPLAI will be the only option for many local families who cannot afford to local private schools; Many local schools have religious requirements and are not accessible to those of other faiths; School will provide greater choice for parents.
- Hopefully this school will help to reduce the burden on other schools with bulge classes or class sizes over 30.
- COLPAI is an excellent school; Additional school places will secure better educational outcomes for generations of children; Difficult to find schools that provide a good balance between social diversity and high quality education and COLPAI provides this; Headteacher is dedicated to making a success of the school.
- The design of the school allows for natural lit corridors and a good educational environment above standards being procured elsewhere.
- Support the separation of the school hall and the classrooms to enable out of hours use of the hall; Community use of school is facilities is great benefit.
- 2 years in temporary accommodation is enough; Inadequate capacity in Moreland School after 2019; Current situation at Morleland School is not ideal; Moreland Students have to start school later and finish earlier to avoid congestion; Failure to deliver the school would create uncertainty and leave it in temporary accommodation; Uncertainty around delivery of school facility would detract from good start to new school; School lacks space in current temporary facility and failure to deliver new facility would create discontentment amongst pupils.
- Lawful use of site is for education.
- Moving to a dedicated site would make a huge difference in terms of children's education and opportunities.
- Housing delivery in the surrounding area will increase demand for school places; Very limited provision of school places in surrounding area; Child population in the area is projected to increase.
- Area desperately needs a new nursery.
- School is over-subscribed.
- False propaganda circulated regarding need for a new school.
- Application site is ideal location for new school.
- Children would not cause disturbance to local residents.
- School will have multiple benefits for local community /Would bring cohesion to community.
- School provides after school clubs from reception which is invaluable to parents.
- Proposal is excellent use of limited space in London.
- School will add roots to the education that pupils receive.
- School can only benefit from being close to the cultural heritage that the Barbican and City of London has to offer.

## Social Housing

- There is a strong argument for densification on this Zone 1 site to both help meet Islington's target of 2,000 new affordable homes between 2015 and 2019 and the City of London's own target of at least 110 additional homes a year up to 2016.
- City of London and Islington residents in unsuitable accommodation will benefit from this building. There are many thousands on the waiting lists – the increase in social housing will thus bring a great public benefit to all of London.
- Height of development is entirely appropriate in an area with such high public transport accessibility.
- Area is in need of high quality housing.
- Huge benefit from delivery of social housing; Social housing tenants on waiting lists are the unheard voices in the application process.
- Chronic need for social housing.

## Design

- High quality and carefully considered design from experienced architects.
- Architects have made several revisions to scheme to deliver improvements.
- Design responds to Golden Lane Estate by using different building elements to form courtyards.
- North facing façade of Basterfield House is secondary with smaller windows and an access deck which overlook an unsightly service road and derelict building – proposal will deliver public realm improvements here.
- Huge improvement to public realm on Golden Lane.
- There is no other land available in the area and it is right that the scheme gets maximum social value from the land.
- Proposed residential block will complement GLE and the Barbican.
- Carefully planned proposal which combined functionality with sympathetic design.
- Proposal will enhance area.
- The scheme has been in front of the Islington DRP 5 times and each time has secured improvements to the form and facades of the residential block.
- The public realm works to Golden Lane to widen the pavement and remove crossovers would enhance this stretch of Golden Lane.
- This project will be an attractive, well thought out and most needed addition to our city.

## Other

- Area is unloved and desperately in need of improvement and cohesion.
- Existing buildings on the site are poor.
- Benefits of the scheme outweigh the harm.
- The residential block is to the north of the Golden Lane Estate limiting its impact on the double aspect Basterfield House and its deck access façade. It should be noted that the original scheme for Golden Lane Estate featured two towers not one.
- Objectors are NIMBYS; Objectors themselves benefited from social housing.
- Fortune Street Park has capacity to accommodate more children.

## Trees and green infrastructure

- Support the planting of new trees and incorporation of solar panels.
- Proposed soft landscaping would benefit area.

## External Consultees

9.6 Greater London Authority (GLA) – the application was referable to the GLA as it falls under category 1C (development which comprises or includes the alteration of an existing building where the development would increase the height of the building by more than 15 metres and the building would, on completion of the development, exceed 30 metres) of the schedule to the Town and Country Planning (Mayor of London) Order 2008. The Council received the Mayor of London's Stage 1 response on 11 September 2017 which is summarised as follows:

- Principle of development: Notwithstanding the relocation of the adult education centre, there will be no net loss of community facilities as the scheme will provide a nursery and a primary school as well as a publicly accessible multi-use school hall. This is strongly supported.
- The proposal would contribute to both authorities meeting their annual housing targets and is therefore supported in strategic planning terms.
- Educational Facilities: are welcomed.
- Housing: It is noted that the 100% affordable (social rented) units will be evenly split between the City of London and Islington.
- Density: Given the residential quality and overall design the net residential density of 579 habitable rooms/239 units per hectare is acceptable in accordance with London Plan Policy 3.4.
- Children's Play Space: In view of the site constraints, the scheme will not provide the required 430m<sup>2</sup> of play space in line with the Mayor's Shaping Neighbourhoods: Play and Informal Recreation Supplementary Planning Guidance (SPG). However, given the inclusion of a publicly accessible school hall as part of the development and the proximity of Fortune Park to the site as well as the applicant's willingness to provide a financial contribution towards play provision in the vicinity via legal obligation, this is acceptable.
- The applicant has indicated its willingness to enter a community use agreement by S106 to ensure that the use of the school hall will be available to members of the community. This is welcomed
- Heritage: The development would not cause any harm to heritage assets. The proposal therefore accords with London Plan Policy 7.8.
- Urban Design: The proposed public realm improvements along the public right of way between the site and Basterfield House, Golden Lane and Baltic Street, including the provision of a shared surface is welcomed. Further clarification, however, is needed as to how the school entrance will be protected from the adjacent servicing route through, for example, landscape detailing or timetabling. *Officer note: details of the surface treatment/design would be agreed through the landscaping condition and would be secured through the Section 106 agreement. The applicant has commented that the service road is not often used by traffic and parents would help children cross this road if approaching for the south in the same way as any other whilst teaching staff may monitor the entrance at the start/end of the day and will also be able to assist pupils.*
- The site's massing continues the existing urban grain of the Golden Lane estate, and has been improved through pre-application discussions. This is welcomed. The site is considered appropriate for a taller building, stepping down to 3-storeys on its southern end to avoid overlooking of Basterfield House. The overall approach responds to the existing heritage context and surrounding taller buildings and is supported.

- Residential Quality: The residential quality of the scheme is high with units that all meet, or exceed London Plan space standards.
- One core will be accessed from the street and will have no more than seven units per floor and include private amenity space in the form of private balconies.
- The units have deck access, and although the provision of no single aspect units is supported there are concerns over privacy to bedrooms immediately adjacent to the communal deck access, especially on the upper floors.
- Appearance: The proposal responds positively to its setting adjacent to the Golden Lane Estate in terms of massing and design.
- The architectural and materials approach references both the estate to the south and the locally listed building/conservation area to the north, which is welcomed.
- Inclusive Design and Access: The proposals respond positively to London Plan Policy 3.8, as 83% of all units will meet Building Regulation requirement M4 (2) 'accessible and adaptable dwellings', and 17% will meet Building Regulation requirement M4 (3) 'wheelchair user dwellings'. This is welcomed.
- Climate Change: After reducing CO2 emissions through the London Plan energy hierarchy the applicant should offset the remaining regulated emissions through a contribution to the Council's carbon offset fund *Officer note: the GLA provided detailed energy comments separately from the Stage 1 response seeking further information in relation to several matters – the applicant's Sustainability and Energy Statement has been revised in response to comments received from the GLA and the Council's Energy Advisor – the updated Statement would be considered by the GLA following a Stage 2 referral.*
- Flood Risk and Sustainable Drainage: The drainage strategy proposes sub-surface attenuation tanks and green roofs, which given the nature and location of the proposed development is acceptable in accordance with London Plan Policy 5.13.
- Access and Trip Generation: The proposed access arrangement is acceptable and the trip generation associated with the proposed development is unlikely to result in a severe negative impact on London's strategic highways and public transport.
- The Transport Assessment should be revised to reflect deliveries and servicing vehicle trips and any pick up/drop offs. *Officer note: The applicant's transport consultants state that the deliveries and servicing will be the subject of a Delivery and Servicing Plan and are anticipated to take place outside of the AM and PM peak and have therefore not been included in the peak hours assessment. A worst case scenario has been modelled for pick up/drop offs which indicates that there would be a marginal amount of traffic generated by the school use with an average of one car journey every two to three minutes during the AM peak and negligible movements during the PM peak.*
- Car and Cycle Parking: The development is proposed to be car free, which is welcomed in accordance with London Plan Policy 6.13 however, at least one on-site/off-site Blue Badge car parking space should be provided with suitable drop off/pick up facilities for disabled people, and secured by condition.
- Cycle parking for the residential units meets minimum London Plan standards; however, there is a shortfall in the provision for the school, which requires 56 long-stay and 4 short-stay spaces. *Officer note: revised plans have been received indicating a total of 60 cycle parking spaces.*
- Walking and Cycling: The Pedestrian Environment Review Survey (PERS) audit identifies low scoring areas but no potential improvements. Improvements and means of delivery should therefore be identified in line with the Mayor's and TfL policy documents on Healthy Streets, and the draft Mayor's Transport Strategy.

- The Council should investigate how the four routes identified in the Cycling Level of Service (CLoS) assessment as inadequate for the purposes of utility cycling could be improved. Safer and more attractive alternative routes close by, also identified in the Transport Assessment should be promoted. *Officer note: the applicant has agreed that the safer and more attractive routes would be promoted to local residents and users of the school through either promotional material and/or some form of signage as part of the revised draft Travel Plan and Full Travel Plan to be secured through the Section 106 agreement.*
- Transport Plans: The mode share targets for walking and cycling put forward in the Travel Plan are unambitious and should be higher in line with the draft Mayor's Transport Strategy approach and to reflect local context. The Travel Plan should therefore be redrafted to reflect these concerns prior to determination and appropriately secured. *Officer note: The applicant has submitted a revised draft Travel Plan to address this comment. This would be reviewed by TfL following a Stage II referral to the GLA and a Travel Plan would be secured through the Section 106 agreement.*
- A deliveries and servicing plan (DSP) should be secured by condition and follow TfL guidance on minimising the impact of freight movements on the transport network.
- A two-stage construction logistics plan (CLP) condition should also be attached to any consent, to ensure production of an outline CLP prior to appointment of a principal contractor, and a detailed CLP prior to commencement, with cycle and pedestrian safety as a key consideration *Officer note: the applicant advises that a contractor is already in place subject to the grant of planning permission therefore it is recommended that a single stage demolition and construction logistics plan be secured by condition (No.28).*

9.7 Historic England – Declined to comment in detail and responded by forwarding the pre-application advice they had provided to the applicant. This advice was based upon a much earlier version of the proposed development following a meeting in 5 December 2016. The scheme which was reviewed by Historic England comprised a tower on the Golden Lane frontage, the exact height of which had not yet been set but which was anticipated to be approximately 10-14 storeys high. The school and school hall buildings were to be approximately 3 storeys high in a rectilinear form. The summary of that advice is as follows:

*'... a taller building on the site will more visible particularly in the context of Great Arthur House. Given its particular significance as a tall building and its key role in defining the Estate, the relationship would be critical. The design quality, materials and delivery of this would be crucial and in particular, the detailing at roof level where the new building would need to have a positive but deferential relationship with the rooftop garden and canopy of Great Arthur House. The treatment of the flank elevations will also be important, as these will be clearly visible, particularly when viewed from the south as one approaches the Estate from the Barbican and Fann Street.*

*Similarly, the design treatment at street level is important and I recognise the consideration given by the architects to the rectilinear layout of the buildings, the entrance treatment from Golden Lane and understanding of the need to sensitively respond to Basterfield House. I also note that there may be potential non-heritage public benefits in improving the appearance and activity of Baltic Street West.*

*In determining the proposed height of the building, I urge you to give these points very careful consideration. Whilst I do not object in principle to a taller building on this site, it will clearly impact on the designated heritage assets on the Golden Lane Estate and neighbouring streets within the conservation area. These impacts should be fully explored as part of the design process in order to understand, and where possible mitigate against, any harmful impacts. This is particularly important where the proposal is of a similar height to Great Arthur House. Exceeding the height of the listed tower would require a high level of justification and require further scrutiny to assess its acceptability in principle. The design quality of any proposals on this site will be key and whilst it should not seek to replicate the listed buildings, it is, in my view, important that it seeks to respond to it and reflect this in its design as far as possible.'*

9.8 Twentieth Century Society – raise an objection which is summarised as follows:

- Proposed tall building is distinct from others in the wider setting of the Golden Lane estate which are landscaped and stand in their own space, set a distance away from the street line and from the listed buildings
- The proposed tower will rise up almost directly against Basterfield House resulting in a major impact on the listed block as well as on views through the estate more generally - The proposed tower will also rival Great Arthur House, the original focal centrepiece of the estate which is intended as the point of orientation as you walk through the landscaped communal areas.
- Proposed tall building will have a harmful impact on views from within the estate as well as those across the estate towards the Barbican, as expressly warned against within the Golden Lane Estate Listed Building Management Guidelines – The building would obstruct key views, in particular those along Golden Lane, Garratt Street and Banner Street.
- The public benefits of the scheme will be seriously undermined by what is a clear overdevelopment of the site. There is great potential for a less massive, less dense development that could cause less or nil harm to the adjacent listed buildings, and that would provide a better quality of space for the new users and the existing Golden Lane Estate residents. The benefits do not outweigh the harm caused in this case.

9.9 Metropolitan Police (Crime Prevention) – No objections raised. It is recommended that the school development should achieve the minimum specifications laid out in the Secured by Design New Schools Guide (2012) whilst the residential development should achieve the minimum specifications laid out in the Secured by Design New Homes Guide (2016).

9.10 London Fire and Emergency Planning Authority (LFEPA) – No objections raised and the following observations are made:

- Requirements of B5 of Approved Document B (Building Regulations) should be met in relation to access and water supply whilst in construction phase.
- Full compliance with the Building Regulations should be achieved - LFEPA should be consulted via Building Control or an Approved Inspector where the internal layouts and fire safety provisions will be commented on via the statutory consultation under Building Act 1984 Section 15 and Article 45 & 46 of Regulatory Reform (Fire Safety) Order 2005
- It should be ensured that statutory requirements set under the Regulatory Reform (Fire Safety) Order 2005 are achieved once built and occupied regarding the common parts.



### Other comments

- Means of escape from the roof top play area and how the evacuation strategy will work should be considered. *Officer note: it is recommended that this be secured by condition and it is also recommended that an evacuation strategy be secured for the residential/commercial building (no. 39).*
- If PV units are to be installed then the local fire station should be contacted in order to put on the Operational Risk Database and the isolation switches should be clearly marked.
- It is noted that sprinklers have been considered for both the school and residential buildings.

9.11 Thames Water – no objections raised in relation to water infrastructure capacity, sewerage infrastructure and surface water drainage.

### Internal Consultees

9.12 Access Officer – no objections raised subject to conditions to address outstanding accessibility matters.

9.13 Design and Conservation Officer has raised objections to the proposal and his assessment of harm and design quality is detailed as follows:

‘While the design approach to the school could have been better, perhaps with a more efficient use of the site by placing the sports hall underground enabling the creation of more much needed open space, it is considered to be acceptable design in itself.

However, the proposed 14-storey tower is not considered to be good design and is far from the ‘exceptional’ level of design required by policy when tall buildings are considered to be acceptable.

The concrete tower has an extremely poor visual relationship with its brick podium which results in it being read as two separate buildings, one placed uncomfortably over the other. The addition of concrete columns to the podium does little to help with the near complete lack of visual connectivity. There is no successful resolution to the top of the building and the proposed substantial concrete parapet is extremely heavy visually.

The proposed 14-storey tower would have an extremely negative impact on the relatively consistent low-rise streetscape of Golden Lane and this part of the St Luke’s Conservation Area as well as on the setting of the locally listed 109 and 115 Golden Lane. It will appear monolithic and overbearing within its sensitive context. Views 3, 4, 7A, 7B, 9 and 13 show this impact in particular.

The proposed 14-storey tower directly abuts a narrow pavement on a street characterised by 4-storey buildings without any public realm or set-back in built form that would usually be expected of a tower in order for it to integrate successfully in the streetscape and mitigate its impact. The transition from the 4-storey streetscape to a 14-storey tower is an extremely unsuccessful relationship and the detailing of the building fails to mitigate this negative impact. Even if a tower were to be considered acceptable in principle on this site the design is not considered to be of sufficient quality for what would be such a prominent building.

The tower would have an extremely negative impact on the setting of the listed Golden Lane Estate. Key negative impacts would be on how the estate is appreciated from within the asset. The proposed 14 storey tower would also compete with and detract from the setting of Great Arthur House, the 'crown' in the arrangement of the estate which should remain adequately prominent.

Existing towers in the area do not provide justification for the proposed tower. These were designed prior to modern planning considerations and are set within significant open spaces which assist in relieving their impact.

### View Assessment

- View 1 shows how the proposed 14-storey tower will disrupt the intact view of the Golden Lane Estate from Aldersgate Street, appearing above the GII\* listed Crescent House.
- View 2 shows how another intact view, from within the Golden Lane Estate itself, will be substantially disrupted through the presence of the 14-storey tower, resulting in a loss of open sky greatly harming and spatial composition of Callum Welch House, Great Arthur House and Basterfield House and the original design intention for how these are appreciated together as objects in space.
- View 3 and 4 show how the proposed 14-storey tower will have an extremely negative impact, appearing both monolithic and overbearing, on the relatively consistent low-rise streetscape of Golden Lane and this part of the St Luke's Conservation Area as well as on the setting of the locally listed 109 and 115 Golden Lane.
- View 5 shows how the proposed 14-storey tower will disrupt another view from within the Golden Lane Estate.
- View 6 shows how the proposed 14-storey tower would appear from Baltic Street West.
- Views 7A and 7B show how the proposed 14-storey tower will have an extremely negative impact, appearing both monolithic and overbearing, when viewed from Banner Street.
- View 8 shows how the proposed 14-storey tower will have a negative impact on the surrounding context when viewed from Roscoe Street, appearing overbearing.
- View 9 shows how the proposed 14-storey tower will have an extremely negative impact, appearing both monolithic and overbearing, on the relatively consistent low-rise streetscape of Golden Lane and this part of the St Luke's Conservation Area as well and especially the low-rise section of the Golden Lane Estate, with a strong horizontal emphasis.
- View 10 shows how an intact view, from within the central garden of the Golden Lane Estate, will be substantially disrupted through the presence of the 14-storey tower rising above Basterfield House. The disruption of this view greatly harms the original design intention for how the Golden Lane Estate was intended to be appreciated as objects within a landscaped setting.
- View 11 shows how the proposed 14-storey tower will have a negative impact on the setting of the GII\* listed Crescent House. I question this view as only a wireline is provided and the trees are shown in leaf.
- View 12 shows how an intact view, from within the Golden Lane Estate itself, will be disrupted through the presence of the 14-storey tower.

- View 13 shows how the proposed 14-storey tower will have an extremely negative impact, appearing both monolithic and overbearing, on the relatively consistent low-rise streetscape of Golden Lane and this part of the St Luke's Conservation Area as well as on the setting of the locally listed 109 Golden Lane.

#### Harm to the heritage assets, and the Public Benefits

The proposals are considered to cause less than substantial harm (at the higher end of the scale approaching substantial harm) to the setting of:

- Golden Lane Estate (GII listed with Crescent House listed at GII\*)
- St Luke's Conservation Area
- Locally listed buildings, 109 and 115 Golden Lane

The Barnwell Judgement and a number of subsequent appeal decisions have clearly shown that it is insufficient to simply avoid 'substantial harm' and the high threshold it sets for planning approval, and assume that the public benefits of addressing a local authority's identified needs (such as affordable housing) will necessarily override an assessment of 'less than substantial harm', as set out in Paragraph 134 of the NPPF. Consequently, even when there is less than substantial harm the presumption should still be refusal unless there is clear and convincing justification.

#### Conclusion

Paragraph 64 of the NPPF states: 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions'. Consequently, permission should be refused on the basis that the proposed tower is poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting, and that 'as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification'.

Paragraph 134 of the NPPF states that '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 securing its optimum viable use.

A substantial level of public benefit would be necessary to outweigh the high level of harm to so many heritage assets including one at a high designation. However, that harm could only be outweighed by public benefits if there is clear and convincing justification for the harm. It would surely be possible to provide a similar level of public benefit, through a lower and/or higher quality housing block, without causing such a high level of harm to the heritage assets. No viability evidence has been provided. Consequently, in my view the application should be refused.' *Officer note: viability information is not required because the applicant is proposing 100% social rented affordable housing. Viability information is only required when an applicant is seeking to justify the provision of less than 50% affordable housing on financial viability grounds.*

- 9.14 Energy Conservation Officer – no objections raised. The feasibility and viability of connection to a District Energy Network is continuing to be explored.

- 9.15 Highways Officer – No objections are raised in relation to the public realm works proposed on Golden Lane and Baltic Street East and these would be secured through the Section 106 agreement and a Section 278 agreement. Further discussions are taking place in relation to on-street disabled parking and servicing arrangements on Golden Lane. It is anticipated that these matters can be satisfactorily resolved and appropriate arrangements can be secured through a Section 106 and a Section 278 agreement. An update on this matter will be provided verbally at the committee meeting.
- 9.16 Public Protection Division (Air Quality) – no objections raised subject to conditions to secure the following:
- Mitigation measures to minimise dust emissions during demolition and construction;
  - Measures to reduce exposure of future users of the proposed development to nitrogen dioxide;
  - Details of the proposed Combined Heat and Power (CHP) system including details of the flue/chimney, details of harmful emissions and any mitigation measures to reduce emissions to an acceptable level.
- 9.17 Public Protection Division (Noise) – no objections raised subject to conditions to secure the following:
- Sound insulation and noise control measures to achieve acceptable noise levels within the proposed residential accommodation;
  - Acoustic barrier to the proposed rooftop school play;
  - Details of the design and installation of fixed plant and sound insulation to residential units to ensure that the fixed plant is acceptable in terms of noise levels.
- 9.18 Public Protection Division (Land Contamination) – no objections raised subject to a condition securing a land contamination investigation and risk assessment and any necessary land contamination remediation.
- 9.19 Planning Policy – the proposed social rented affordable units would meet a pressing need in the borough and are welcomed.
- 9.20 Spatial Planning and Transport (Transport Officer) – no comments received.
- 9.21 Sustainability Officer – no objections raised subject to securing details of green roofs and Sustainable Urban Drainage Systems through conditions.

### **Other consultees**

- 9.22 City of London Adjoining Borough Observations (received by Islington Council 19 February 2018). It is noted that these comments are the (Chief) officers view and assessment of the scheme against the City of London policies that will inform their emerging report to their City's Planning and Transportation Committee. The comments:
- Do not take account of their Members views;
  - Is an initial officer view only; and
  - Is subject to any further consultation responses and views provided by LBI prior to a decision being taken.
- 9.23 The decision whether or not to grant planning permission on the application made to the City of London will be taken by the City's Planning and Transportation Committee and that

the decision may differ from that recommended. The full comments are attached at **Appendix 4** to this report. In summary, the conclusions in the comments are:

*“On balance, it is considered that the scheme results in positive benefits to the community as a whole through the provision of social housing, school and community facilities, work space and is in substantial compliance with the City of London Plan and that taken as a whole, planning permission should be granted subject to the imposition of conditions and planning covenants under s106.”*

- 9.24 Commentary from within the City of London’s officer’s comments are provided within the relevant section of this report as context due to those comments being a material planning consideration. Key differences relate to a greater degree of positivity given to the detailed elevational treatment of the tower, and significantly more detailed conditions to be sought (which have been adopted into the wording of proposed conditions recommended in this report), conclusions on future connection to a direct heat network, where the City are insisting on connection, additional requirements for air quality (which dovetails to district heat connection).
- 9.25 Emily Thornberry (MP) wrote in to provide support for the 66 new social rented homes and the primary school being built on the site. She did ask that the objections received, particularly residents’ concerns regarding daylight and sunlight be duly considered as part of the decision making process.
- 9.26 Design Review Panel –The proposed development was considered by the Design Review Panel (DRP) on 5 separate occasions on 10 August 2016, 25 January 2017, 16 May 2017, 12 September 2017, and 30 October 2017. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The DRP’s observations following the five meetings are attached at **Appendix 3** and the first four responses are summarised below whilst the most recent response to the current proposal is set out in detail.
- 9.27 August 2016 DRP – The design team presented a part double height ground floor, part 4 storey T-shaped building to provide a 2 form entry primary school plus nursery and a 16 storey block (with double height ground floor/undercroft) to provide 69 residential units (social rented tenure). The double height ground floor part of the school building was proposed to accommodate a school hall with a Multi- Use Games Area (MUGA) above and a rooftop play area on the main wing of the school was proposed. The proposal was at a relatively early design stage and the details submitted included indicative height, scale, massing and layouts along with initial thoughts regarding elevational treatments.
- 9.28 The DRP’s feedback is summarised as follows:
- Concern regarding the proposed density of development and height of the building – a very robust justification would be required and this had not been presented.
  - Concern that the proposal to replicate Great Arthur House would undermine its significance and detract from the original masterplan for the Golden Lane Estate – a thorough assessment of the significance of the estate and the impact of the scheme had not been undertaken.
  - Assessment of environmental impacts including wind impacts and overshadowing should be undertaken.

- Concern about how the building would meet the ground and whether there would be sufficient activity fronting the street – it was not considered necessary to provide the school entrance under the housing block.
- Consideration should be given to implications of school security arrangements for permeability of the estate.
- Consideration should be given to impacts on the quality of the public realm around the site as the scheme is developed.
- Consideration should be given to the cost efficiency of the design to ensure the quality of the building which will be delivered.

9.29 January 2017 DRP - The design team presented further information in terms of a site and contextual analysis to seek to respond to concerns that inadequate justification for the proposed residential block, and in particular its height, had been provided. The proposed residential building had been reduced in height from 16 storeys over a double height ground floor/undercroft to a 14 storey block, providing 72 residential units. The design of the school building had also been amended and a 3 storey block with a separate sports hall was proposed. The letter summarising the views of that panel meeting is dated 14 February 2017.

9.30 The DRP's feedback is summarised as follows:

- Height of building may have an adverse impact on the school and existing buildings to the east and north of the site;
- Tower had become bulkier and would play a more prominent role in the townscape, which is undesirable – height of the proposed residential building remains a concern and it should not be higher than Great Arthur House;
- If the deck access was to be maintained then decks areas are likely to be more active than the balconies and it may be more appropriate that they are orientated away from the school playground, with the balconies facing west;
- Narrow, rectangular shape of the residential building, combined with the location of the building hard against the pavement, was questioned - it was thought that a deeper building with a narrower street frontage would be more appropriate because the street would not be presented with such a monolithic elevation;
- Concern that the scheme would detract from the character of Baltic Street East when viewed from this street - the massing could be stepped or the building could appear as two different buildings when viewed from Baltic Street East;
- Necessity for the provision of an entrance to the school as part of the ground floor frontage of the tower block was again questioned;
- There are great differences between the plot on which Great Arthur House (GAH) is constructed and the proposed site of the new residential tower - GAH is at the centre of the estate and as a focal point it is afforded considerable space, without any other estate buildings in close proximity, whilst the application site is hemmed in and fronts the street directly – it is not appropriate or possible to replicate the qualities and character of GAH successfully and the design of the new tower should be developed in its own right - Panel members were also unconvinced that the characteristics and spirit of GAH could be achieved under current building regulations;

- Panel advised that a tall building in this location was not a problem in principle, but it needed to be a convincing design in its own right, so as not to detract from the legibility of the Golden Lane Estate;
- Wind issues which would be more problematic in this location given the close relationship to both the street and school playground – it was suggested that the inevitable wind trap should not be addressed using trees but should be mitigated through the design of the residential block - one potential solution would be to step back the top storeys of the residential block and make up units elsewhere on the site, to create an asymmetric building - this may help to address both the potential wind trap and the harm to the townscape;
- A building or covered area was needed to define the edge of the playground and provide appropriate shelter;
- Significant concerns were raised over the efficiency of the layout of the proposed residential block - balconies and the deck access arrangement would result in a large amount of shading which would require large expanses of glazing to provide sufficient light to each unit, which would be likely to make the residential units less energy efficient;
- Proposed school playground landscaping was felt to be unresolved and potentially problematic for free-flow activities, and lacked a proper rationale.

9.31 May 2017 DRP - The design team presented a revised scheme comprising an amended 14 storey residential block incorporating a 5 storey podium (providing 66 residential units) and a 3 storey school building with enclosed rooftop play area, and a separate single storey school hall building.

9.32 The DRP's feedback is summarised as follows:

- Some Panel Members remained concerned about the height of the residential building and its dominance on the street and within the setting of the heritage assets, and commented that the building still looked too "lumpy".
- Some panel members were disappointed at the lack of exploration and specifically a full justification for why other options, that better broke down the mass or proposed a number of lower blocks as the Panel had previously suggested, did not work.
- Verified views would aid assessment of the proposals – the Panel were particularly concerned about the view from Old Street and also raised concerns with views from Banner Street.
- Some Panel Members thought the podium was too tall and that the relationship was still unsuccessful, with the wider, bulkier building not relating well to the other more elegant buildings in the area.
- Stepping the height in from one end of the plinth may improve the tower when viewed from Banner Street and may also allay some fears of Basterfield House residents but a publicly accessible terrace to the top of the podium could be problematic and result in overlooking issues to residents in Basterfield House.
- Podium and the tower above looked too separate and did not read well as one building, making the tower element look even bigger. The articulation of the

elevations, especially above the podium, did not help with how the building's massing, bulk and height is read, which reduced the potential elegance of the building.

- Concerns were expressed over the use of GRC in relation to joints and detailing. In view of the requirement for a building of outstanding quality the Panel felt the residential tower needed better articulation and that the architectural expression was unresolved and did not sit well as currently proposed. Significant design improvements were required in order to make a building of this height acceptable on the site.
- Panel questioned the orientation of the duplex apartments. They did, however, support the relocation of the duplex apartments to the lower level.
- Panel were not convinced that the School entrance on Golden Lane worked as a recessed space on the street and more detail is required in terms of lighting, material, design of the gates, and security.
- The Panel were supportive of changes to the design of the school, including the separate hall which would enable its more flexible use by the community whilst separate buildings better related to the morphology of the Golden Lane Estate as a collection of buildings with spaces around them.
- The Panel were supportive of the materials proposed for the school buildings and it is considered important that any greening proposed to boundary walls between the school and the existing residents should be carefully managed.
- Depth of the maisonette balconies may have a negative impact on the quality of the residential units in terms of the daylight within units and the quality of the internal space.
- The landscape proposals had greatly improved since the last review.

9.33 September DRP the scheme presented comprised the initial planning application submission. The layout of the apartments had been reconfigured to allow an increase in the span of the outermost structural bay and which allowed the extension of the access to the full width of the upper block. This facilitated a reduction in the mass of the upper block at the corners and the introduction of a stepped profile to the edge of the building to soften its appearance on the skyline. The podium block had been reduced by one storey to reduce the height of the building at the junction with Basterfield House. Textured brickwork had been introduced to the upper floor of the podium.

9.34 The DRP's feedback is summarised as follows:

- The Panel did not revisit the discussion over the height and impact on the townscape and heritage assets, but acknowledged that it would make an impact on their setting.
- Concerns were raised over the relationship between the podium and the upper part of the tower which was considered still unsuccessful – it was felt they read as two separate buildings, one placed uncomfortably over the other.
- The reduction in the mass to the corners of the tower was welcomed but the positive impact would likely be reduced by solid perforated metal balconies, the effect of which was not clear from the plans - the design team were encouraged to explore a different treatment to the balustrades



- It was considered difficult to assess the visual impact of the background cladding in relation to the frame – the Panel commented that there may be a risk, for example, that an excessive amount of grey metal panels could lead to a ‘dead’ appearance.
- The building should be constructed with the highest quality materials and a preference was expressed their preference for pre-cast concrete as they had concerns about the detailing and longevity of Glass Reinforced Concrete.
- Panel members expressed concern over the difficulty of ensuring quality of construction through the planning system and felt that certainty in construction quality is required in order for them to be convinced that the design is of an exceptional standard - the design team were encouraged to explore these construction details as part of the planning application (including 1:5 details) to ensure that the aspirations of a high quality, durable and sustainable building are delivered.
- Panel members raised concerns over the proportions of the podium, specifically with the maisonettes expressed as double storeys, which was not considered successful.
- The Panel were not convinced that the choice of brick was right.
- The Panel expressed concerns in relation to the entrance to the school which they felt lacked legibility and needed to have greater prominence – concerns were also raised that the enclosed space and large recess might lead to anti-social behaviour.
- Concern was raised that the ground floor fronting the street lacked visual interest and activity, with much of the space given over to servicing.
- The panel suggested that the ground floor extended the ‘covered walkway’ established by the existing estate building along Golden Lane which would make the detailing even more important – it was noted that the design of the columns needed to be better considered and detailed.
- The Panel was generally supportive of the school design but queried whether the use of ‘hit and miss’ brickwork, as well as textured brick resulted in too many different features which could detract from the architectural identity of the scheme given that this is a feature currently being used in many schemes throughout London.
- It was suggested that it might be better to re-instate the framing to the top of the elevations as previously shown.

9.35 October 2017 DRP – the scheme presented comprised the October 2017 revision. The elevational treatment of the residential block had been revised to bring an element of the materiality of the tower down to the podium through precast concrete on alternate columns. An anodised aluminium flat bar balustrade is proposed to address concerns regarding the balcony treatment. Revised details of brickwork were presented, including in place of the concrete cladding on the walkways. Detailed design drawings were also presented. The design of the duplex apartments has been revised so that they do not read as double height spaces and this has provided enlarged balconies to the bedrooms on the upper floors. The size of the ground floor recess has been reduced whilst decorative metalwork and increased proportions of glazing have been introduced to the ground floor fronting the street.

9.36 The DRP’s observations are detailed as follows:

Height and Impact on Heritage Assets

'The Panel did not revisit the discussion over the height and impact on the heritage assets but once again concentrated on the design detailing. However, the Chair noted that the proposed building would have a substantial impact on townscape views by virtue of its scale and massing, as well as on the Golden Lane Estate. The heritage expert on the panel re- iterated that the height, bulk and massing will have a major impact on the setting of the heritage assets and that there will be some harm. Previously the panel stated that should the public benefit of social housing be considered to justify a tall building outside of an area designated for tall buildings the design quality would need to be exceptional in order to comply with policy. However, the Panel continued to raise the following concerns.

*Officer response: Noted and detailed design to be further worked on as required by recommended conditions of consent. It should be noted that the GLA consider there to be no harm to the nearby heritage assets, Historic England raise no objection subject to the tower not being taller than Great Arthur House and the detailing of the top of the tower and the ground floor activity of the tower being appropriately resolved. These issues are considered to be dealt with by conditions and the tower would be lower in height than Great Arthur House.*

#### Relationship between podium and tower

The Panel previously raised substantial concerns over the relationship between the podium and the upper part of the tower which was considered to be unsuccessful as it read as two separate buildings, one placed uncomfortably over the other. While some panel members thought the addition of concrete columns to the podium had helped the relationship some were unconvinced. The Chair noted that the clear expression of a podium and a tower to one side in contrasting materials leads to an awkward and unbalanced relationship resulting in an unsatisfactory composition. The recent amendment appeared to be an inadequately cosmetic transition between these elements with a stronger design solution being required. There was a discussion of the relationship between the different form and materiality of the columns. The Panel felt that these needed greater consideration, for example vertical columns between the tower and the podium were too similar and the ground floor columns might be more successful if all in concrete and not some being built of brick.

*Officer comment: It is recognised that the detailed design of both the tower and the podium have improved considerably through the DRP process. It is material to this consideration that the City of London in their assessment of the proposals do not consider the detailing to be as problematic as the DRP do. The City state "it is considered that if well executed this architectural concept could complement the adjacent Golden Lane Estate". A number of detailed points in relation to the execution of the detailed design has been requested by the City and it is considered that those condition requirements if also considered as part of the consultation process with the City and with a DRP Chair Review would give a sufficiently robust assessment and further design consideration so as to address this concern of the DRP.*

#### Rooftop parapet

Since the last review a substantial concrete parapet, potentially with external lighting, had been added to the design and the Panel did not support this change which appeared heavy. The Panel stated that this needs to be reconsidered and that a social housing tower should not have unnecessary and energy wasting external lighting. The Chair noted that

the building had been designed with an expressed base and middle but that the top lacked and missed the opportunity of articulation in some form.

*Officer response: This issue is also of importance to Historic England and it is recommended that this detailed design feature be further explored through the condition discharge stage so as to improve the termination of the top and therefore continue to improve the relationship with Great Arthur House. This would also be presented to the DRP Chair Review for robustness and consulted on with the City of London. Lighting (external) is not supported for the tower and this would be resisted by condition of consent. In this regard, it is considered that further design would be able to further reduce any concern of the DRP and Historic England in this regard.*

### Ground floor frontage

The Panel renewed their concerns over the ground floor plan and the lack of an active frontage. Panel members noted that the previous design had a more generous lobby and that the entrance needs to be larger and more welcoming. The design team informed the Panel that the bike store/some servicing was not placed in a basement because of the cost that this would add to the scheme. Some Panel members raised general security concerns and questioned whether a bike store that was so highly visible from the street would be well used. The Panel thought that a more active frontage was required.

*Officer response: revised plans were submitted in January 2018 indicating a basement to accommodate plant and cycle storage and the introduction of active uses (3 small office units) at ground floor level which is considered to have satisfactorily addressed these concerns.*

### Materials

The sustainability expert on the panel expressed concerns over the secondary skin and that the more detailed/heavy it is, the more expensive it will be. The client informed the Panel that the scheme was already costed at £3million over budget. Previously the Panel raised concerns over the need for the tower to be constructed to a high standard and budget concerns could impact on this.

*Officer response: The quality of the design of the tower due to its prominence and visibility and harm to heritage assets and need to accord with development plan requirements for very high or exceptional or world class architecture is particularly important. As can be seen from the detailed design assessment from the City of London, detailed conditions have been recommended to ensure that the eventual design is of particularly high quality, and includes a requirement to contribute to develop the relationship of the podium to the tower. It is to be required by condition that the submitted details must also be presented to the Chair Review DRP in order to ensure proper detailed independent scrutiny. In this regard this concern is considered to be suitably addressed via planning condition.*

### Privacy

The Panel renewed their concerns over the walkways and the lack of privacy for future residents with the possibility of neighbours approaching open bedroom windows.

*Officer response: a condition has been recommended to further explore measures to improve this relationship. It is considered that a suitable solution or at least substantial mitigation of this concern can be achieved.*

### School Building

The Panel welcomed the design changes to the school but some panel members still questioned the choice of brick.

*Officer response: material samples will be approved as part of planning conditions and on-site sample panels will be viewed in-situ to consider alongside the existing townscape. It is considered this can be suitably addressed at conditions stage.*

### Summary

The Panel acknowledged that improvements have been made to the proposals but many concerns remained. The proposed building would have a substantial impact on the townscape and harm the setting of the heritage assets. Should the public benefit of social housing be considered to justify a tall building outside of an area designated for tall buildings then the design quality would need to be exceptional in order to comply with policy. However, the Panel continued to raise concerns over the relationship between the podium and the upper part of the tower, the form and materiality of the columns, the concrete parapet, the layout and use of the ground floor, the lack of an active frontage, cost of construction and the delivery of quality and a lack of privacy for future residents due to the walkways. Consequently, the Panel were unable to say that the design is of an exceptional level of quality.

*Officer response: the ground floor active uses concern has been addressed and the remainder of the design concerns (excluding height and bulk / massing) are to be further addressed via detailed planning conditions. In this respect the final issue is considered to relate to the final balancing exercise.*

## **10. RELEVANT STATUTORY DUTIES & DEVELOPMENT PLAN CONSIDERATIONS & POLICIES**

- 10.1 Islington Council (Planning Committee), 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 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);*

*(The relevant development plan is the London Plan and the City's Local Plan, including adopted Supplementary Planning Guidance)*

- 10.2 As the development affects the setting of listed buildings, Islington Council (Planning Committee) is required 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) and;

- 10.3 Paragraph 131 of the NPPF advises:

“In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.”

10.4 The NPPF states at paragraph 14 that

*“at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: approving development proposals that accord with the development plan without delay...”*

10.5 It further 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”.*

10.6 It states at paragraph 7 that sustainable development has an economic, social and environmental role.

10.7 In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.

10.8 The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:

- Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.
- Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.

10.9 Members of the Planning Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However, most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted. Any interference with any of the rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

- 10.10 The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

### **Development Plan**

- 10.11 The Development Plan is comprised of the London Plan (2016), the Draft London Plan (out for consultation), Islington Core Strategy (2011), Finsbury Local Plan (2013) and Development Management Policies (2013). The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.
- 10.12 Although the City of London's policies do not form part of the Development Plan for the purposes of determining the Islington Application, the policies and the City's identification and analysis of its policies relevant to the City's Application are a material consideration and should be taken into account. In this regard, the Planning Service has received the initial evaluation of the Chief Planning Officer of the City of London. In that document, it is caveated that the response:
- does not take into account Member's views
  - Is an initial officer view only; and
  - Is subject to further consultation responses and the views of Islington, prior to a decision being taken,
  - Any decision whether or not to grant planning permission will be taken by the City's Planning and Transportation Committee.
- 10.13 The City of London's Development Plan comprises of the London Plan (2016), the Draft London Plan (out for consultation), City of London Local Plan (2015). That list of policies is included at Appendix 4 to this report.

### **Designations**

- 10.14 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Finsbury Local Plan (2013) and Development Management Policies 2013 and the City of London Local Plan (2015)):
- Site Allocation BC34 'Richard Cloudesley School'
  - Central Activities Zone (CAZ)
  - Core Strategy CS7 - Key Area Bunhill and Clerkenwell
  - Moorfields Archaeological Priority Area
  - Local Cycle routes
  - St Luke's Conservation Area (northern part of the site)
  - Within 50m of the Hat & Feathers Conservation Area
  - Article 4 Direction (A1-A2)

## **Supplementary Planning Guidance (SPG) / Document (SPD)**

10.15 The SPGs and/or SPDs which are considered relevant are listed in Appendix 2.

### **11. ASSESSMENT**

11.1 The proposal would result in the loss of the existing Adult / Community Education centre on the site and the delivery of a two form entry primary school (420 pupils), a nursery (38 pupils) and 66 affordable (social rented) residential units.

11.2 The main issues arising from this proposal relate to:

- Land use (including housing and educational need)
- Design and appearance (including tall building considerations)
- Impact on heritage assets
- Density
- Accessibility
- Landscaping, Trees and Ecology
- Neighbouring amenity
- Quality of Resulting Residential Accommodation
- Sustainability, energy efficiency and renewable energy
- Highways and Transportation
- Archaeology
- Contaminated Land
- Planning obligations and Community Infrastructure Levy.

### **Land-use**

#### **Loss of Community Education Centre**

11.3 The proposal would result in the loss of a Community Education Centre from the site which is currently in operation.

11.4 Policy 3.16 of the London Plan is concerned with Protection and Enhancement of Social Infrastructure and states, inter alia, that:

*'B. Development proposals which provide high quality social infrastructure will be supported in light of local and strategic social infrastructure needs assessments. Proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. The suitability of redundant social infrastructure premises for other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered.'*

*C Facilities should be accessible to all sections of the community (including disabled and older people) and be located within easy reach by walking, cycling and public transport. Wherever possible, the multiple use of premises should be encouraged.'*

11.5 Policy DM4.12 is concerned with Social and Strategic Infrastructure and Cultural Facilities and states, inter alia, that:

*'A. The council will not permit any loss or reduction in social infrastructure uses unless:*

*i) a replacement facility is provided on site which would, in the council's view, meet the need of the local population for the specific use; or  
ii) the specific use is no longer required on site. In such circumstances, the applicant must provide evidence demonstrating:*

*a) that the proposal would not lead to a shortfall in provision for the specific use within the local catchment;  
b) that there is either no demand for another suitable social infrastructure use on site, or that the site/premises is no longer appropriate for social infrastructure uses; and  
c) any replacement/relocated facilities for the specific use provide a level of accessibility and standard of provision at least equal to that of the existing facility.*

*B. The council will seek the provision of new social infrastructure and cultural facilities as part of large mixed-use developments. Developments that result in additional need for social infrastructure or cultural facilities will be required to contribute towards enhancing existing infrastructure/facilities, or provide/contribute towards new infrastructure/facilities. This contribution will be addressed through CIL and/or section 106 obligations, as appropriate.*

*C. New social infrastructure and cultural facilities, including extensions to existing infrastructure and facilities, must:*

*i) be located in areas convenient for the communities they serve and accessible by a range of sustainable transport modes, including walking, cycling and public transport;  
ii) provide buildings that are inclusive, accessible, flexible and which provide design and space standards which meet the needs of intended occupants;  
iii) be sited to maximise shared use of the facility, particularly for recreational and community uses; and  
iv) complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.'*

11.6 City of London Local Plan policy CS22 is concerned with Social Infrastructure and Opportunities and states, inter alia:

*'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, by:*

- 3. Protecting and enhancing existing community facilities and providing new facilities where required, whilst allowing flexibility in the use of underused facilities, including places of worship. There should be no overall loss of community facilities in the City, where a need exists.*
- 4. Improving the skills and education of all the City's communities:*



- i. *providing adequate educational facilities and services to meet the community's needs;*
- ii. *protecting and enhancing existing education facilities including schools, adult and higher education premises, and ensuring that new facilities are sited in appropriate locations;*
- iii. *continuing to provide and improve social and educational services through the City's libraries;*
- iv. *ensuring adequate childcare facilities, including nursery provision and crèches. Encouraging nursery providers and businesses to establish additional childcare facilities, where a need exists.'*

11.7 City of London Local Plan policy DM22.1 states, inter alia, that:

*'1. To resist the loss of social and community facilities unless:*

- replacement facilities are provided on-site or within the vicinity which meet the needs of the users of the existing facility; or*
- necessary services can be delivered from other facilities without leading to, or increasing, any shortfall in provision; or*
- it has been demonstrated that there is no demand for another similar use on site.'*

11.8 It is noted that there would not be an overall quantitative loss of social infrastructure as the proposal involves the provision of a two form entry primary school and a nursery. There will be an uplift of 294m<sup>2</sup> Use Class D1 floorspace on the site from 2,168m<sup>2</sup> to 2,462m<sup>2</sup>. However, the proposal involves the loss of the specific adult education use from the site. The application advises that the services in the Community Education Centre, will be retained within the City of London and relocated partly to the Golden Lane Community Centre (which is being refurbished and anticipated to re-open in March 2018) and also the City's business library.

11.9 The existing Community Education Centre was last renovated over 15 years ago and comprises two main rooms and a number of ancillary spaces as follows:

- Classroom (34m<sup>2</sup>) with seating for 12 with computer screens, smart board, wall mounted speakers and a teacher's desk.
- Large hall (142m<sup>2</sup>) with ceiling mounted projector with pull down screen, two storage rooms (1 approximately 11m<sup>2</sup> and 1 approximately 2m<sup>2</sup>) and a kitchen (8m<sup>2</sup>) to the rear with servery hatch.
- Reception at the entrance, separate small staff room with printer/copier and office/counselling room (18m<sup>2</sup>). There are also male / female toilets and separate disabled access WC.

11.10 The refurbishment of the Golden Lane Community Centre will include a full internal refurbishment, including replacing all M&E (the building will have all heating and cooling provided by a new air-conditioning system), new flooring, light fittings, finishes, kitchens and bathrooms. In addition, double glazing is being installed throughout the building, the roof covering is being replaced, and photovoltaic panels are being installed on the roof.

11.11 The replacement Community Education Centre within the business library will include the following facilities:

Ground Floor (100m<sup>2</sup>)

- Double height classroom (16m<sup>2</sup>) with seating and computers for 12 and a teacher's desk at the end of the room with computer; SMART display board; power and data points, wifi and built in storage.
- Fully equipped kitchen (8m<sup>2</sup>) to be used by all users of the centre (can support the delivery a cookery class in the main hall).
- Main hall (100m<sup>2</sup>) with significant increase in built in storage, new wooden sprung floor, double glazed windows, blinds to prevent glare and a small sink area – hall will be suitable for a variety of classes (sports, dance, arts & crafts etc.).
- Power, data and speaker cabling will support the use of audio and visual equipment.
- A disabled access platform lift between the floors
- The main entrance and reception (35m<sup>2</sup>) will feature a seating area for users of the facility to congregate.

#### Lower Ground Floor (87m<sup>2</sup>)

- Music room with improved sound insulation.
- Flexible main space with folding partitions suitable for a variety of classes, hard wearing rubber flooring, large amount of built in storage and a sink area.
- Power, data and speaker cabling will support the use of audio and visual equipment.
- Breakout/seating space.

11.12 On the basis of the above information it can be considered that the proposed replacement facilities will, overall, be at least equal to the existing facilities on the application site and will continue to meet the needs of the community.

11.13 The site benefits from a PTAL rating of 6a (Excellent) and is therefore highly accessible by public transport and can be accessed by walking and cycling. Having regard to the above, the relocation of the Community / Adult Education Centre to the two locations as set out above is considered to be consistent with policy requirements within the London Plan, Islington Development Management Policies (2013) and policies CS22 and DM22.1 of the City of London Local Plan. This is supported by the City of London Committee report that confirms the loss and re-provision is compliant with their policies. At the time of writing confirmation that the replacement facility would be delivered in April 2018 was awaited by Officers and an update will be provided. Alternatively Islington Council would seek to secure this re-provision within the s106 agreement to ensure that no community facility loss would occur.

#### Educational Need

11.14 Paragraph 72 of the NPPF states that:

*'The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *give great weight to the need to create, expand or alter schools; and*
- *work with schools promoters to identify and resolve key planning issues before applications are submitted.'*

11.15 A joint Ministerial Statement by the Secretary of State for Communities and Local Government and the Secretary of State for Education was issued in August 2011.

'Planning for Schools Development' set out the Government's commitment to support the development of state-funded schools and their delivery through the planning system and stated, inter alia, that:

*'The Government is firmly committed to ensuring there is sufficient provision to meet growing demand for state-funded school places, increasing choice and opportunity in state-funded education and raising educational standards. State-funded schools - which include Academies and free schools, as well as local authority maintained schools (community, foundation and voluntary aided and controlled schools) - educate the vast majority of children in England. The Government wants to enable new schools to open, good schools to expand and all schools to adapt and improve their facilities. This will allow for more provision and greater diversity in the state-funded school sector to meet both demographic needs and the drive for increased choice and higher standards...By increasing both the number of school places and the choice of state-funded schools, we can raise educational standards and so transform children's lives by helping them to reach their full potential.'*

*It is the Government's view that the creation and development of state-funded schools is strongly in the national interest and that planning decision-makers can and should support that objective, in a manner consistent with their statutory obligations. We expect all parties to work together proactively from an early stage to help plan for state-school development and to shape strong planning applications. This collaborative working would help to ensure that the answer to proposals for the development of state-funded schools should be, wherever possible, "yes".*

*The Government believes that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools, and that the following principles should apply with immediate effect:*

- *There should be a presumption in favour of the development of state-funded schools, as expressed in the National Planning Policy Framework.*
- *Local authorities should give full and thorough consideration to the importance of enabling the development of state-funded schools in their planning decisions.*
- *Local authorities should make full use of their planning powers to support state-funded school's applications.*
- *Local authorities should only impose conditions that clearly and demonstrably meet the tests set out in Circular 11/95. Planning conditions should only be those absolutely necessary to making the development acceptable in planning terms.*
- *Local authorities should ensure that the process for submitting and determining state-funded schools' applications is as streamlined as possible*
- *A refusal of any application for a state-funded school, or the imposition of conditions, will have to be clearly justified by the local planning authority.'*

11.16 Policy 3.18(C) of the London Plan states, inter alia, that:

*'Development proposals which enhance education and skills provision will be supported, including new build, expansion of existing or change of use to educational purposes. Those which address the current and projected shortage of primary school places and the projected shortage of secondary school places will be particularly encouraged.'*

11.17 Paragraph 4.71 of the Council's Development Management Policies document states that:

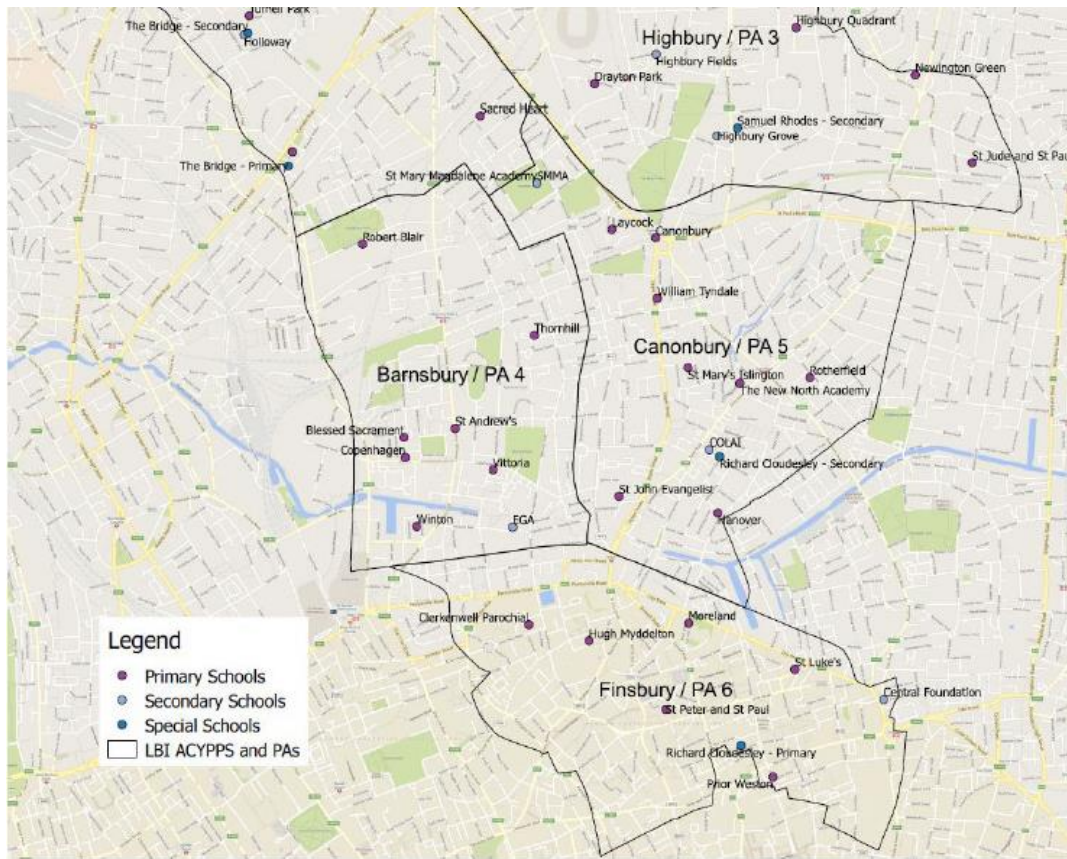
*'Where a new educational facility is proposed (including standalone new facilities, facilities provided as part of a mixed-use development and facilities which have converted an existing building/use into educational use), they should maximise use by local communities, including through their accessible location and design, consistent with the requirements of other relevant Development Management Policies.'*

11.18 The Islington 'Primary and Secondary School Roll Projections from 2016/17 to 2030/31' is a report prepared by the Council's Children's Services Division and its purpose is to provide an update on recent trends in the number of, and projected demand for, places at schools in Islington. This document is a material planning consideration and it states at paragraphs 2.1-2.2 that:

*'Demand for school places in London has reached record levels over the past decade and is showing little signs of abating. London has experienced the fastest rate of pupil growth in the country between 2010/11 and 2016/17. As explained in the latest 2016 London Councils publication Do The Maths; key drivers of London's higher growth rate have included a rising birth rate, inward migration and the growing popularity of London's school system.'*

*The unparalleled improvement in standards in London's schools has meant that more than ever London is a destination of choice for parents wishing to give their children the best possible education. All secondary schools in Islington are rated good or outstanding by Ofsted; 91% at primary are good or outstanding in 2016. Islington is a net importer of pupils at primary age (+4.8% of school pupil roll size January 2016 relative to resident population size, the equivalent of +643 pupils)...*

11.19 The report also identifies six Planning Areas within the borough. The application site falls within Planning Area 6 and will address demand within the adjacent Planning Area 5. These areas are indicated on the map extract below.



11.20 Table 9 details the capacity across the borough and includes the capacity of COLPAI.

**Table 9: Primary school surplus or shortfall in places 2010/11 to 2023/24**

# LBI Primary Totals Spare Capacity								
	Academic Year	PA1 Holloway	PA2 Hornsey	PA3 Highbury	PA4 Barnsbury	PA5 Canonbury	PA6 Finsbury	Total *
<b>Actual Rolls</b>	2013/14	258	366	286	386	190	152	1,638
	2014/15	214	299	208	383	174	134	1412
	2015/16	174	274	181	370	149	79	1227
<b>Roll Projections</b>	2016/17	128	313	140	322	111	27	1041
	2017/18	74	422	133	262	43	50	984
	2018/19	80	538	146	251	13	95	1123
	2019/20	134	676	158	237	7	147	1359
	2020/21	111	737	150	205	-17	182	1368
	2021/22	106	705	147	125	-53	191	1221
	2022/23	104	684	134	67	-96	245	1138
	2023/24	124	658	125	50	-128	275	1104
	2024/25	125	621	100	21	-167	237	937
2025/26	118	573	63	-18	-208	190	718	

Source: Source: May Census 2014-16 and GLA Roll Projections 2017 to 2026

11.21 COLPAI are currently occupying temporary accommodation within Moreland Primary School and started accepting 2 forms of entry into reception in 2017/18. The future shortfall within Planning Area 6 without the capacity provided by COLPAI is set out within the following table. It should be noted that the capacity within Planning Area 6 also increases by 30 places a year for 7 years from 2016/17 due to an additional form of entry at Moreland Primary School.

Academic Year	PA6 spare capacity	PA6 spare capacity (without COLPAI)
2017/18	50	50
2018/19	95	35
2019/20	147	27
2020/21	182	22
2021/22	191	-49
2022/23	245	-55
2023/24	275	-85
2014/25	237	-183
2025/26	190	-230

11.22 The above table therefore demonstrates that, based upon current projections, without the delivery of the proposed primary school there would be inadequate primary school places within Planning Area 6 by 2021/22.

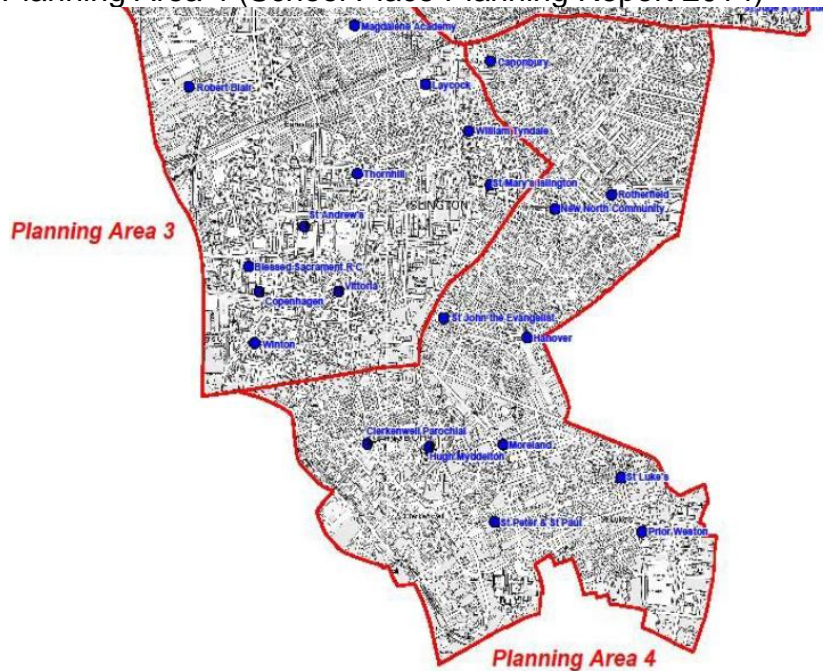
11.23 Paragraphs 6.6 and 6.7 within the document advise that:

*‘The most immediate pressure for places is in Canonbury (PA5), which is projected as being higher than capacity for all future years. A permanent increase to capacity in the area is being considered (St John Evangelist +20 places). In the interim, the shortfall of places will be met through surplus capacity in planning area six, as recommended in last year’s full report.*

*Immediate and rising demand for places in Canonbury (PA5) can be offset by surplus of places in neighbouring areas, particularly Finsbury (PA6).’*

11.24 It should be noted that, at the time of the decision to seek to deliver a primary school on the application site, Planning Area 6 and the vast majority of Planning Area 5 fell within Planning Area 4, as indicated below. It should also be noted that the School Place Planning Report set out proposals to review the planning areas as *‘It was agreed in late 2013 to review the primary planning areas used for projecting and planning provision for primary age children. The original 4 areas are no longer fit for purpose and bear little relation to where schools are located, nor where children live.’* The decision to seek to deliver a primary school on the site was initially taken in November 2013.

## Planning Area 4 (School Place Planning Report 2014)



- 11.25 The capacity estimates therefore identify that there would be a shortage of places by 2021/22 in Planning Area 6 without the additional capacity brought forward by COLPAI whilst the surplus will assist in meeting the demand for places in Canonbury (PA5).

### Proposed New Two-Form Entry Primary School and Nursery

- 11.26 The application advises that the proposed two form entry primary school has been designed to meet the current and planned needs of its pupils and it is noted that the school has been approved by the Education Funding Authority (now the Education and Skills Funding Authority) which sets out detailed design requirements for new schools.
- 11.27 The proposed school hall will be available to the public whilst the proposed MUGA will be accessible to residents of the residential block outside of school hours as an amenity and play area. The applicant has agreed that this be secured as a head of term for inclusion within a Section 106 legal agreement (in the event of approval).
- 11.28 The site was previously in use as a one form entry school for children with severe/complex physical disabilities and was vacated in 2008. Accordingly, the lawful use of the site is educational use and there is no change in land use with respect of the school and nursery. The Richard Cloudesley School website indicates that the primary school currently accommodates four classes, each with 8 pupils, and the school is therefore attended by a total of 32 pupils. The proposed development would accommodate 420 pupils along with 38 nursery school places. The application advises that the design of the proposed school has sought, as far as possible, to minimise impacts upon the amenities of the occupants of adjacent residential dwellings. The layout of the school seeks to locate noise generating activity away from residential windows. Neighbouring amenity, including noise and odour impacts, are considered in greater detail later in this report and it is considered that the scheme is acceptable in terms of residential amenity.

- 11.29 It is also notable that the City of London Chief Officer report also concludes that the proposed 2 form entry primary school is compliant with their policies CS22 and DM22.1. They state:  
*The site is in a residential area, was previously in educational use and the proposal would not result in the loss of offices or be prejudicial to the business city. There is an identified need for a school in this location. Without the CoLPAI scheme, there would be a shortfall of 438 school places in the south of Islington, equating to over 14 forms of entry. Within the City of London, there is only a single state funded primary school, the Sir John Cass Foundation Primary School, which is a Church of England School and predominantly takes pupils from Tower Hamlets due to its catchment area. Other schools in the City are independent. This combination of faith and/or fees provides an extremely limited choice of school within the City. The proposed Academy would have a significant benefit for residents by providing a new state school which has no entry restrictions. It is proposed that the school hall would be available for community use, fulfilling the requirement for the facility to be a multi-use space.*
- 11.30 The proposed primary school would result in an overall increase in the quantity of social infrastructure on the site whilst the relocated Community Education Centre facilities would be at least equal to the existing facilities. It is considered that the proposal is in accordance with policy 3.6 of the London Plan and policy DM4.12 of the Council's Development Management Policies Document and policies CS22 and DM22.1 of the City of London Local Plan and the loss of the existing adult education facility on the site is therefore considered acceptable.
- 11.31 The site previously accommodated a school and therefore its lawful use is for education provision. The site has been identified to accommodate buildings for a new school which commenced accepting 2 forms of entry in 2017/18. The proposed primary school is strongly supported in land use terms, having regard to the need to appropriately plan for rising demand/need and the presumption in favour of the development of state-funded schools, as expressed in the National Planning Policy Framework.

Site Allocation

- 11.32 Site Allocation BC34 of the Finsbury Local Plan (June 2013) states, inter alia:

*'Allocation and Justification - Redevelopment of the existing school building for housing, open space and play facilities. Richard Cloudesley School will be fully incorporated within the Golden Lane Campus, allowing for the development of housing, open space and play facilities on the existing school site.'*

*'Design considerations and constraints - Proposed buildings must be sensitively designed to minimise impacts on neighbouring residential buildings. Proposals should also conserve and enhance heritage assets, including the neighbouring locally listed building to the north, the Golden Lane Estate, and the St. Luke's Conservation Area.'*

*'The site falls within an area of deficiency in access to nature. Public open space should be provided to offset the loss of playground space and to relieve pressure on Fortune Street Park.'*

- 11.33 The Site Allocations document was adopted in 2013. Site Allocation BC34 therefore was based upon the assumption that the site would be surplus to requirements for educational



purposes. However, the report to the Council's Executive committee recommending that the site be redeveloped to accommodate a primary school advised that:

*'The council has revised its school roll projections model and is now using that provided by the Greater London Authority (GLA) and based on their standard model. The GLA builds a set of core inputs into their model, which include historic school rolls, actual birth, death and migration data and borough level population projections, which now take account of the 2011 Census of Population. The borough level housing development data (sourced from Planning) are then added to the model. The model then produces the roll projections at education planning area for primary rolls and borough level for secondary rolls, with both split by year of age and gender.*

*The current projections, based on planned housing developments and the expected additional children from these developments suggest that, by 2023/24, the council will need:*

- *one form of entry of primary school places in Planning Area 3; and*
- *three forms of entry of primary school places in Planning Area 4*

*In addition, the City Corporation has identified the need for additional primary school places through its own school place planning assessment. As there is only one (denominational) primary school in the City, this would create further pressure on school places in the EC1 area.'*

11.34 The Richard Cloudesley School had been relocated but the site was then still required to meet educational need and has not come forward in the manner that was anticipated in 2013. The proposal would provide housing, in accordance with the site allocation. Play space for the nursery and school uses would also be provided. On the basis that public open space was partly sought to offset the loss of playground space, which is now largely being re-provided, there is some justification for the lack of provision of public open space. Additionally, as noted within the GLA response, the school hall will provide for out of hours' community use and the MUGA would be utilised by the residents of the development out of school hours (note there are no floodlights proposed to be installed). It can also be acknowledged that, as the majority of the site will accommodate a two form entry primary school which was not envisaged in 2013, it would not be feasible to accommodate all of the allocated uses. In view of the educational and housing need, which is considered in greater detail later in this report, the proposed land uses are considered acceptable in terms of Site Allocation BC34. Open space and children's play space is also considered separately later in this report.

11.35 The applicant also notes that the redevelopment of the site in its entirety for non-educational purposes is restricted by Primary Legislation. Schedule 1 of The Academies Act 2010 requires local authorities to seek consent from the Secretary of State for the disposal of educational use land where it has been in that use for the previous 8 years, as is the case here. The applicant suggests that it is unlikely that consent to dispose of the site would have been given by the Secretary of State given the deficiencies in school places provision that would arise (as set out in the Education Use section below) without the delivery of the two form entry primary school. The site must therefore continue to have an education function, which restricts any opportunities for the site to come forward in the manner envisaged by the site allocation with respect to land uses.

## Housing Need

- 11.36 There is a need for a significant quantum of additional housing, including affordable housing, particularly in London.
- 11.37 The National Planning Policy Framework requires that local planning authorities should significantly boost the supply of housing by using their evidence base to ensure that their Local Plan meets the full, objectively assessed need for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework (paragraph 47). NPPF paragraph 50 requires that policies relating to affordable housing should be sufficiently flexible to take account of changing market conditions over time.
- 11.38 Long-term projections expect Islington's population to reach approximately 280,200 people by 2041, an increase of over 43,000 people from the 2018 population estimate of 237,600<sup>1</sup>. Islington is already the most densely populated local authority area in the UK and population growth will create additional demand for housing, as well as services, infrastructure and jobs.
- 11.39 Housing affordability is one of the most significant issues in London and Islington. The Mayor of London's 2017 Strategic Housing Market Assessment (SHMA) identifies that the £489,000 average house price in London is double the average in England as a whole, and that median monthly rents in London (excluding cases where the tenant receives housing benefit) are £1,495, compared to £675 in England as a whole<sup>2</sup>. However, median salaries in London are just 27% higher than the median national average<sup>3</sup>.
- 11.40 As set out in the Mayor's 2017 SHMA, when taking into account London's high housing costs, approximately 27% of households are considered to be living in poverty. 18,900 households were accepted as statutorily homeless in London during the calendar year 2016, having risen from 9,700 in 2010, whilst 12.9% of households in social housing are overcrowded. The 2017 SHMA identifies a need for 43,000 additional affordable dwellings per year between 2016 and 2041, representing approximately two thirds of the projected total housing need for London of 66,000 new homes per year during this timeframe<sup>4</sup>.
- 11.41 Islington is a high value, high demand area, home to some of the wealthiest people in the country living in some of the most desirable neighbourhoods in the capital. The property market in Islington is buoyant which is reflected in recent development trends and high property values. House prices in Islington have increased more than six-fold in the last 20 years, and current average values are now 63% higher than the peak in prices in October 2007 that preceded the downturn of 2008/09. The latest Land Registry House Price Index figures (July 2016) indicate that the current average value of a residential property in the borough is £683,349.

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<sup>1</sup> GLA 2017 round population projections: <https://data.london.gov.uk/dataset/gla-population-projections-custom-age-tables/resource/4c7f998b-ae3a-4558-8ae1-b976a2b16382/download>  
<https://data.london.gov.uk/dataset/gla-population-projections-custom-age-tables>

<sup>2</sup> GLA, The 2017 London Strategic Housing Market Assessment: Part of the evidence base for the Mayor's Draft London Plan (December 2017)

<sup>3</sup> London Chamber of Commerce and Industry, Getting our House in Order: The Impact of Housing Undersupply on London Businesses (May 2014)

<sup>4</sup> GLA, The 2017 London Strategic Housing Market Assessment: Part of the evidence base for the Mayor's Draft London Plan (December 2017)

- 11.42 At the same time Islington experiences intense poverty and deprivation. It is the fifth most deprived local authority area in London and 24<sup>th</sup> most deprived local authority area in England<sup>5</sup>. It has the second highest rate of child poverty in the country, with over 15,000 or 41% of children in the borough estimated to be living below the poverty line<sup>6</sup>. Close to a third of Islington households have incomes of less than £20,000 per year, a higher proportion than the London average, and more than 8,000 Islington residents have a total annual income, including all benefits, of less than £10,000<sup>7</sup>. The borough is the 10<sup>th</sup> most overcrowded in the country<sup>8</sup> and consistently has between 8,500 and 9,000 people on its housing register who qualify for allocations.
- 11.43 ONS data shows the share of Islington's households renting privately rose from 18.6% to 28.2% in the ten years to 2011<sup>9</sup>. Despite the growth in the borough's rental market, rents are significantly higher than those across Greater London. The GLA London Rents Map indicates that for the year to July 2016 Islington median rents for a one-bed home were £350 per week, compared with £288 across Greater London, and £565 per week for a three-bed home, compared with £414 across Greater London.
- 11.44 With the median house price in Islington now 16 times higher than the median income<sup>10</sup>, it is evident that the need for affordable housing in the borough is particularly high.
- 11.45 Islington updated its Strategic Housing Market Assessment (SHMA) in July 2017 which identified an overall Objectively Assessed Need (OAN) for 23,000 dwellings over the plan period (2015-2035). The SHMA identified an affordable housing need for 12,300 dwellings over the plan period, and 100% of the 12,300 affordable need is for housing at or below social rents.
- 11.46 The population of the City of London is projected to increase to 8,100 by 2041. The most recent SHMA identifies an OAN of 2,766 dwellings over the 2014-36 period (including affordable tenures)<sup>11</sup>.
- 11.47 For the reasons outlined above, maximising affordable housing provision is a key priority for Islington. This is set out in the borough's Corporate Plan and the Islington Housing Strategy 2014-2019, which includes the objective of ensuring that there are decent, suitable and affordable homes for all. The priority given to affordable housing is reflected in the Development Plan.
- 11.48 In 2016/17 there were 18,000 people on the council's waiting list. Lettings to new tenants in the same year totalled only 811. The number of council lettings has decreased every year for five years.

<sup>5</sup> DCLG, The English Indices of Deprivation 2015 (September 2015)

<sup>6</sup> Islington Council, Fairness for Families: Tackling child poverty in Islington, Islington's Child Poverty Needs Assessment 2013

<sup>7</sup> The Islington Fairness Commission (2012), Two Islington's: Understanding the problem

<sup>8</sup> Islington Council, Tackling overcrowding plan 2012 (March 2013)

<sup>9</sup> Proportion of total households accommodated in PRS calculated from 'Housing Tenure' table in the Islington: Census 2011 Second Release for consistency with the approach taken in the draft SHMA, the new category 'living rent free' has been included in the number of households renting privately

<sup>10</sup> GLA (November 2015), Ratio of House Prices to Earnings, Borough

<sup>11</sup> City of London SHMA Addendum September 2016 – Implications of 2014-based Sub-National Population and Household Projections

- 11.49 Each year the council's stock is reduced as a result of sales through the Right to Buy scheme, which exacerbate the lacks of affordable housing available in Islington. The homes available to let may be reduced further by the levy to be paid to Government from the sale of higher value homes.

#### Residential Use

- 11.50 The 2016 London Plan sets a numerical target of 17,000 affordable homes per year to be delivered London-wide over the plan period. Boroughs are required to: set their own targets in numerical or percentage terms, including separate targets for social/affordable rented and intermediate housing; make the best use of available resources to maximise affordable housing output (Policy 3.11); and seek the maximum reasonable amount of affordable housing, having regard to a number of criteria, on individual schemes (Policy 3.12) at sites which have a capacity to provide 10 or more homes, or set a lower threshold where justified (Policy 3.13). The Draft London Plan (December 2017) details a need for 43,500 affordable homes per year, as established in the 2017 London-Wide SHMA.
- 11.51 Islington Core Strategy policy CS12 includes the strategic target that 50% of new housing delivered over the plan period should be affordable. Private and mixed-use proposals should provide the maximum reasonable level of affordable housing taking into account the strategic 50% target. There is an expectation that many sites will deliver 50% subject to a financial viability assessment, the availability of public subsidy and individual circumstances of the site. In accordance with London Plan policy 3.13, CS12 also requires all sites capable of delivering 10 or more units to provide affordable housing on-site. It should be noted that, over recent years, registered providers of affordable housing have generally been unable to deliver schemes providing 100% affordable housing due to a lack of availability of grant funding. Accordingly, it should be noted that a proposal for 100% social rented affordable housing represents a very beneficial offer.
- 11.52 Policy CS7 of the Core Strategy is concerned with Bunhill and Clerkenwell and states (inter alia) that:
- 'D. The area is home to a significant residential community. Housing growth will be sought across the area to meet the needs of the current population and to cater for increased demand. A wider range of dwelling types, affordable tenures and family-sized homes will be encouraged to ensure that a mixed community can be accommodated.'*
- 11.53 The City of London Policy CS21 of the Local Plan explains that the City Corporation aims to exceed the London Plan's minimum annual requirement by guiding new housing development to and near identified residential areas...and refusing new housing where it would prejudice the primary business function of the City or be contrary to Policy DM1.1 (protection of office accommodation).
- 11.54 Policy DM21.1 of the Local Plan states that new housing should be located on suitable sites in or near identified residential areas. It further states that new housing will only be permitted where development would not: prejudice the primary business function of the City; be contrary to policy DM1.1 (protection of office accommodation); inhibit the development potential or business activity in neighbouring commercial buildings and sites; and result in poor residential amenity within existing and proposed development, including excessive noise or disturbance.

- 11.55 The City of London Chief Planning Officer report concludes with respect of the above City of London Policies that:

*The site is an appropriate location for residential development and would not prejudice the primary business function of the City, would not involve the loss of office accommodation, and would not impact on the development potential of neighbouring commercial buildings.*

- 11.56 The site is allocated for housing and, as set out above, there is a pressing need for social rented affordable housing. Accordingly, the use of the site for residential development is strongly supported and considered to accord with the Development Plan of Islington and the City of London.

#### Office Use (Small/Micro Units)

- 11.57 Policy CS7 of the Core Strategy is concerned with Bunhill and Clerkenwell and states, inter alia, that:

*'A. Employment development within Bunhill and Clerkenwell will contribute to a diverse local economy which supports and complements the central London economy...Creative industries and Small/Medium Enterprises (SMEs), which have historically contributed significantly to the area, will be supported and encouraged. Accommodation for small enterprises will be particularly encouraged.'*

- 11.58 Policy CS13 of the Core Strategy sets out how the Council will provide and enhance employment space throughout the Borough. New business floorspace will be encouraged in the CAZ and town centres, where access to public transport is greatest. New business space will be required to be flexible to meet future business needs and will be required to provide a range of unit types and sizes, including those suitable for SMEs. Development should provide jobs and training opportunities, including through a proportion of small, micro and/or affordable workspace or affordable retail space.

- 11.59 Policy BC8 of the Finsbury Local Plan is concerned with a achieving a balanced mix of uses and states that outside of employment priority areas micro and small workspaces/retail spaces that do not impact on the amenity or character of adjacent residential areas will be encouraged.

- 11.60 The 3 proposed small/micro office units are supported in policy terms and will provide an active ground floor frontage to Golden Lane which is supported in design terms. Accordingly, the proposed small/micro office units are strongly supported.

#### Principle of Tall Building

- 11.61 Policy CS9 of the Core Strategy is concerned with protecting and enhancing Islington's built and historic environment and states, inter alia, that:

*'Tall buildings (above 30m high) are generally inappropriate to Islington's predominantly medium to low level character, therefore proposals for new tall buildings will not be supported. Parts of the Bunhill and Clerkenwell key area may contain some sites that could be suitable for tall buildings, this will be explored in more detail as part of the Bunhill and Clerkenwell Area Action Plan.'*

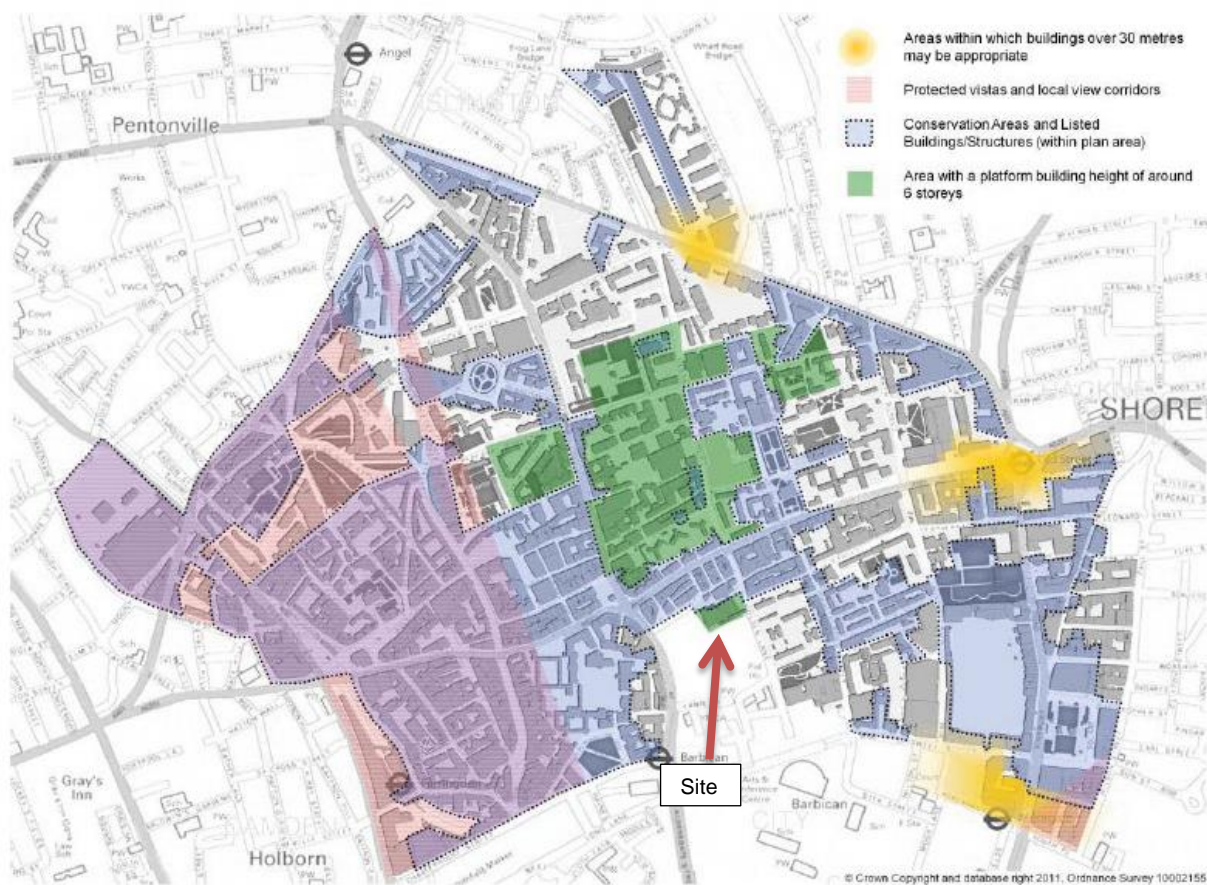
11.62 Policy BC9 of the Finsbury Local Plan is concerned with tall buildings and contextual considerations for building heights and states, inter alia, that:

A. Within the area covered by this plan, tall buildings are considered to be buildings or structures that are substantially taller than their neighbours and/or which significantly change the skyline.

B. Buildings of 30 metres in height or more may be appropriate only within the areas indicated on Figure 17. These areas include sites identified in Policy BC2 (City Road Basin) and Policy BC3 (Old Street), as well as an area adjacent to the City of London boundary at Moorgate.

C. Elsewhere, building heights must respond to the local context, particularly those contextual factors indicated on Figure 17.

Figure 17 Tall Building and Contextual Considerations for Building Heights (site identified by red arrow)



11.63 The site is not identified within an area suitable for tall buildings. It is identified as an area with a platform building height of around 6 storeys.

11.64 The proposal for a tall building in this location conflicts with the principle of policies CS9 and BC9 and will therefore result in harm in policy terms. The application therefore represents a departure from the Development Plan and was advertised as such. A further detailed analysis against Policies CS9 and BC9 is set out within the Design and Appearance section of this report. This harm can be weighed in the planning balance. An overall assessment of the balance between the benefits and harm of the proposal is provided at the final section of this report.



## Design and Appearance

### Policy Framework

11.65 Paragraph 58 of the NPPF states, inter alia, that:

*‘Planning policies and decisions should aim to ensure that developments:*

- *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- *establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
- *optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;*
- *respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;*
- *create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
- *are visually attractive as a result of good architecture and appropriate landscaping.’*

11.66 Paragraph 63 of the NPPF states that ‘in determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design generally in the area.’

11.67 London Plan Policy 3.5 is concerned with the Quality and Design of Housing Developments and states, inter alia, that:

*‘B. The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces, taking particular account of the needs of children, disabled and older people.’*

11.68 London Plan Policy 7.4 is concerned with Local Character and states, inter alia, that:

*‘B. Buildings, streets and open spaces should provide a high quality design response that:*

- a) has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass*
- b) contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area*
- c) is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings*
- d) allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area and is informed by the surrounding historic environment.’*



11.69 London Plan Policy 7.6 is concerned with Architecture and states, inter alia, that:

*'B. Buildings and structures should:*

- a) be of the highest architectural quality*
- b) be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm*
- c) comprise details and materials that complement, not necessarily replicate, the local architectural character*
- d) not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings*
- e) incorporate best practice in resource management and climate change mitigation and adaptation*
- f) provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces*
- g) be adaptable to different activities and land uses, particularly at ground level*
- h) meet the principles of inclusive design*
- i) optimise the potential of sites.*

11.70 London Plan Policy 7.7 is concerned with tall buildings and states, inter alia, that:

*'B. Applications for tall or large buildings should include an urban design analysis that demonstrates the proposal is part of a strategy that will meet the criteria below. This is particularly important if the site is not identified as a location for tall or large buildings in the borough's LDF.*

*C. Tall and large buildings should:*

- a) generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport*
- b) only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building.*
- c) relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level*
- d) individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London*
- e) incorporate the highest standards of architecture and materials, including sustainable design and construction practices*
- f) have ground floor activities that provide a positive relationship to the surrounding streets*
- g) contribute to improving the permeability of the site and wider area, where possible*
- h) incorporate publicly accessible areas on the upper floors, where appropriate*
- i) make a significant contribution to local regeneration.*



*D. Tall buildings:*

- a) *should not affect their surroundings adversely in terms of microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference*
- b) *should not impact on local or strategic views adversely.'*

*E. The impact of tall buildings proposed in sensitive locations should be given particular consideration. Such areas might include conservation areas, listed buildings and their settings, registered historic parks and gardens, scheduled monuments, battlefields, the edge of the Green Belt or Metropolitan Open Land, World Heritage Sites or other areas designated by boroughs as being sensitive or inappropriate for tall buildings.'*

11.71 Policy DM2.1 is concerned with design and states, inter alia,

*'A. All forms of development are required to be of high quality, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.*

*For a development proposal to be acceptable it is required to:*

- i. be sustainable, durable and adaptable;*
- ii. be safe and inclusive;*
- iii. efficiently use the site and/or building;*
- iv. improve the quality, clarity and sense of spaces around or between buildings;*
- v. enhance legibility and have clear distinction between public and private spaces;*
- vi. improve movement through areas, and repair fragmented urban form;*
- vii. respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character, surrounding heritage assets, and locally distinctive patterns of development and landscape;*
- viii. reinforce and complement local distinctiveness and create a positive sense of place;*
- ix. sustain and reinforce a variety and mix of uses;*
- x. provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook;*
- xi. not unduly prejudice the satisfactory development or operation of adjoining land and/or the development of the surrounding area as a whole;*
- xii. consider landscape design holistically as part of the whole development. Landscape design should be set out in a landscape plan at an appropriate level of detail to the scale of development...; and;*
- xiii. not result in an unacceptable adverse impact on views of local landmarks.*

*C. The only locations in Islington where tall buildings may be suitable are set out in the Finsbury Local Plan (Area Action Plan for Bunhill and Clerkenwell). Any proposal for tall buildings must meet other design policies and have regard for the criteria set out in English Heritage/CABE's Guidance on tall buildings (2007).'*

11.72 Policy BC9(D) (Tall buildings and contextual considerations for building heights) of the Finsbury Local Plan states:

*'Proposals for tall buildings must satisfy all of the criteria set out in Part 4 of English Heritage and CABE's Guidance on Tall Buildings (2007), alongside other Development Plan policies. Specifically, proposals must:*

- i. *Reinforce the legibility and identity of the wider area and enhance the quality of street-level and long distance views, including across borough boundaries*
- ii. *Conserve and enhance designated and non-designated heritage assets and their setting*
- iii. *Not create unacceptable impacts on infrastructure, including transport capacity; and adequately mitigate any transport impacts*
- iv. *Exhibit an exceptional standard of architecture*
- v. *Create an active and interesting street frontage appropriate to the local context*
- vi. *Exhibit the highest standards of sustainable design and carbon minimisation, by incorporating green roofs and/or walls, involving services engineers from an early design stage to ensure that energy use associated with mechanical cooling and lighting is minimised, utilising sustainable materials, and controlling solar gain*
- vii. *Provide public space, including, where appropriate, mid-block pedestrian routes and the extension of (and integration with) neighbouring areas of public space*
- viii. *Provide private amenity and play space where residential uses are proposed as part of the development, and*
- ix. *Not have adverse environmental effects at ground level, nor overshadow neighbouring habitable rooms or formal public spaces.'*

11.73 Policy CS10 of the City of London Local Plan (2015) is concerned with design and states, inter alia, that:

*'To promote a high standard of design and sustainable buildings, streets and spaces, having regard to their surroundings and the historic and local character of the City and creating an inclusive and attractive environment, by:*

1. *Ensuring that the bulk, height, scale, massing, quality of materials and detailed design of buildings are appropriate to the character of the City and the setting and amenities of surrounding buildings and spaces.*
2. *Encouraging design solutions that make effective use of limited land resources.*
3. *Ensuring that development has an appropriate street level presence and roofscape and a positive relationship to neighbouring buildings and spaces.*
4. *Requiring the design and management of buildings, streets and spaces to provide for the access needs of all the City's communities, including the particular needs of disabled people.*
5. *Ensuring that new development respects and maintains the City's characteristic network of streets and alleyways.*
6. *Delivering improvement in the environment, amenities and enjoyment of open spaces, play areas, streets, lanes and alleys through schemes in accordance with public realm enhancement strategies.'*

11.74 Policy DM10.1 of the City of London Local Plan (2015) is concerned with new development and states, inter alia, that:

*'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:*

- *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;*
- *all development is of a high standard of design and architectural detail with elevations that have an appropriate depth and quality of modelling;*
- *appropriate, high quality and durable materials are used;*
- *the design and materials avoid unacceptable wind impacts at street level or intrusive solar glare impacts on the surrounding townscape and public realm;*
- *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;*
- *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;*
- *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;*
- *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;*
- *there is provision of appropriate hard and soft landscaping, including appropriate boundary treatments;*
- *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;*
- *there is provision of amenity space, where appropriate;*
- *there is the highest standard of accessible and inclusive design*

11.75 Policy CS14 of the City of London Local Plan (2015) is concerned with tall buildings and states, inter alia, that:

*'To allow tall buildings of world class architecture and sustainable and accessible 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, by:*

2. *Refusing planning permission for tall buildings within inappropriate areas, comprising: conservation areas; the St. Paul's Heights area; St. Paul's protected vista viewing corridors; and Monument views and setting;*
3. *Elsewhere in the City, permitting proposals for tall buildings only on those sites which are considered suitable having regard to: the potential effect on the City skyline; the character and amenity of their surroundings, including the relationship*

*with existing tall buildings; the significance of heritage assets and their settings; and the effect on historic skyline features.'*

11.76 An assessment of the proposal against the most relevant design criteria set out within the above policies is provided at the end of this section of the report.

#### Layout

11.77 The site would be laid out with a series of 3 distinct buildings within the site including the main school and nursery building to the north of the site, the sports hall to the south west of the site and the residential podium and tower to the eastern Golden Lane frontage of the site. The proposed school building will front Baltic Street East.

11.78 The L-shaped school nursery block (4 storeys) and 1.5 storey school hall, are of a disposition and layout which continues, if not in architectural language, in the townscape tradition and urban grain of the Golden Lane Estate: rectilinear, horizontal blocks of human scale following the clean orthogonal building lines defined by Hatfield House and Basterfield House.

11.79 The main school/nursery block would follow the building line of Hatfield House, while following through with a matching clean eaves line. The return dog-leg would better enclose and address the wedge of Baltic Street West, consolidating the scale of the street which is defined by the north elevation of Hatfield House, to which it would be subservient.

11.80 Layout - School Hall: A number of objections have been received in relation to the siting of the school hall. The application advises that options for locating the school hall on the Golden Lane frontage of the site under the residential block were discounted for a number of reasons, including:

- detrimental impact upon the operation of the school, with pupils having to walk past all of the classrooms to access the hall - the proposed location reduces travel distance and disruption.
- Fronting the hall on to Golden Lane would extend the amount of inactive frontage due to the need for a degree of solidity to protect against sporting activities and to minimise views into the hall.
- The proposed location of the hall presents a noise buffer between the school and local residents.
- Having a separate hall assists with the ability for it to be used out of school hours as it can be independently accessed and managed, without requiring access through the main body of the school.

11.81 The application advises that revisions were made to the design of the hall prior to the submission of the application in response to the comments received from local residents including:

- Reduction in the height of the hall by 1.6m in order that the building is no higher than the highest part of the existing buildings on site - whilst this response sought to address resident's concerns regarding outlook and loss of light it has meant that the hall no longer complies with Sport England requirements for activities such as badminton.
- The hall has been set back from the southern boundary of the site and from the western boundary of the site to seek to address resident's concerns and to reduce

overshadowing of the allotments. This also allows for tree planting to be established along the boundary to replace those trees lost in this position (western boundary) currently.

- Servicing arrangements were revised to take place from Baltic Street West rather than the Basterfield service road to respond to concerns regarding noise and disturbance.

11.82 The written response from the Design Review Panel following the May 2017 meeting addressed the siting of the school hall and advised that:

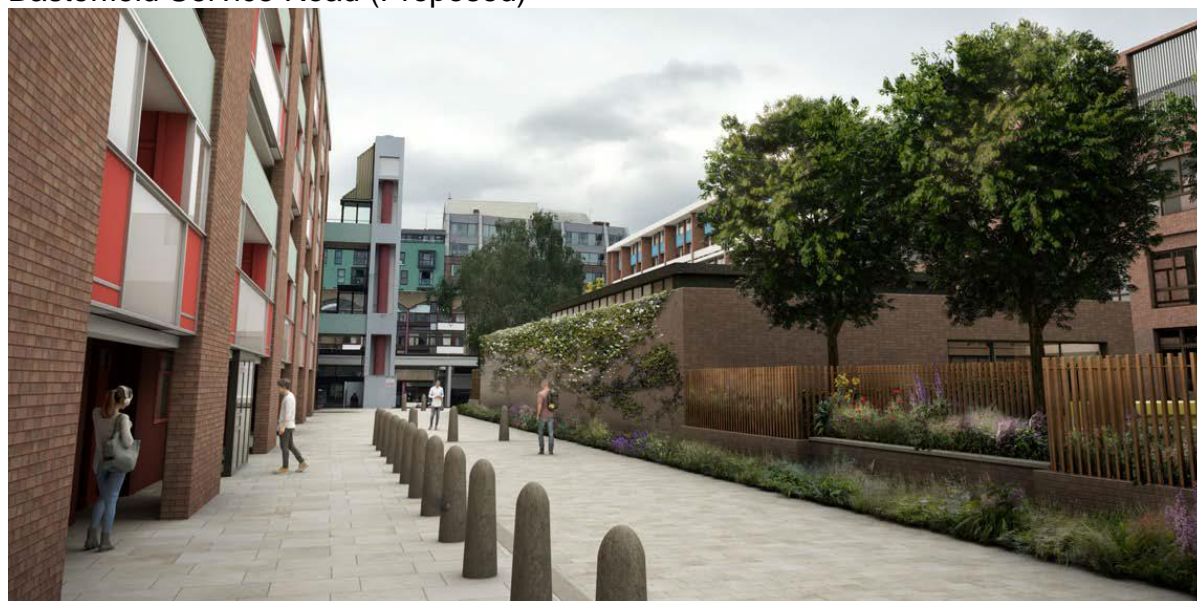
*'The Panel was supportive of the school and changes to the design, including the separate hall. They commented that this would enable the more flexible use of this space by the community at varying times. Panel members added that the separate buildings better related to the morphology of the Golden Lane Estate as a collection of buildings with spaces around them. They were supportive of the materials proposed for the school buildings. They commented that it was important that any greening proposed to boundary walls between the school and the existing residents should be carefully managed to ensure that it really happens and is maintained properly.'*

11.83 The existing and proposed images below indicate that the proposed school hall would not have an unacceptable adverse impact in character terms nor upon the amenities of the occupants of the nearest residential dwellings within Basterfield House. The proposed landscaping would result in an improvement to the appearance of the Basterfield Service Road and it is recommended that details of landscaping be secured through the landscaping condition (No. 4), and is also secured via 106 agreement (head of term set out in the recommendation section) as public realm improvements to which weight is given as a benefit of the scheme.

Basterfield Service Road (Existing)



## Basterfield Service Road (Proposed)



### Layout – Main School Buildings and Playspaces

- 11.84 The school will be partly funded by the Education Funding Agency (now the Education Skills Funding Agency (ESFA)) and is required to comply with their documentation in order to obtain funding approval. Building Bulletin 103 sets out non-statutory guidance on developing a brief, planning and designing a school. The Bulletin promotes a collaborative approach between those involved in designing a school, from teachers to architects, to produce good quality facilities to support the educational aims and vision of each school. The document sets out recommended areas that have been calculated to address the requirements of pupils, including those with SEN and disabilities, the school workforce and, the wider community.
- 11.85 The application states that the school buildings will comply with Building Bulletin 103 and with Services Output Specification, which is a document written by the EFA which sets out the requirements and standards to which the project team must work to provide solutions appropriate for the operation of the School.
- 11.86 The application advises that ongoing and regular engagement and consultation with the stakeholders has been a key part of the development of the school design. The consultations have involved various users and their comments have been integrated into the design proposals wherever feasible. The education stakeholders are as follows: Members of the City of London Department for Community and Children's Services; Members of London Borough of Islington (LBI) Capital Programme Department; City of London Multi Academy Trust; Headteacher of the new School; Governors of the New School; and the Education Funding Agency.
- 11.87 An Education Steering Group was established with representatives of the stakeholder groups which met fortnightly to establish the brief, agree the building organisation and review proposals. These meetings were supplemented with additional workshops where required to ensure proposals met with requirements and were on programme. The meetings centred around proposals presented by the architects which generated discussions relevant to the stage of the design at that particular time and provided the



architects with an understanding of the schools priorities, the spaces they required, the adjacencies of those spaces and the types of spaces they thought worked well and would be suitable for their school by reviewing precedent images.

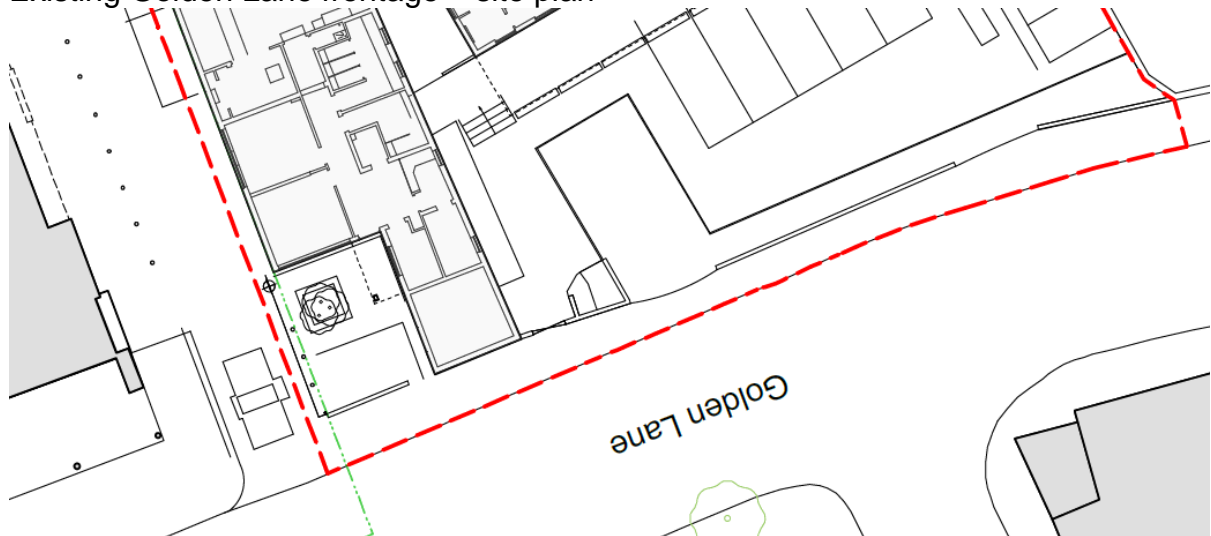
### Layout – Residential Building / Golden Lane Frontage

- 11.88 The existing Golden Lane frontage to the site comprises predominantly a boundary wall with vehicular and pedestrian access gates and the entrance to the City of London Community Education Centre. The existing pavement to the front of the site is relatively narrow, as indicated below. The application site includes the pavement to the front of the site where public realm works and tree planting are proposed.

Existing Golden Lane frontage



Existing Golden Lane frontage – site plan



- 11.89 The proposed development will result in a widening of the footway, including through a colonnade at ground floor level along the frontage of the building with slightly set-back school gates providing further, additional public realm. The southern end of the 4 storey podium will be sited immediately adjacent to the Basterfield service road and the tower will be set in from the southern boundary of the site.
- 11.90 The podium of the tower proposes a brick-clad base, of four storeys (14m to eaves), broadly following, although sited forward of (by approximately 3m), the building line on Golden Lane defined by the four-storey (11m to eaves) Stanley Cohen House. It would

also respond to the size of the six-storey Golden Lane Estate maisonettes blocks, such as Basterfield House running perpendicular (adjacent). It is considered that the building line and height of the podium, and the setting in of the podium would provide an appropriate townscape response which would add an appropriate scale to Golden Lane relative to its neighbours. The image below offers some understanding of the relationship of the podium with Stanley Cohen House.

Podium on Golden Lane frontage



11.91 There are two grouped birches to the front of the application site which will be removed to facilitate the development and five new trees would be planted within the footway to deliver an improvement to the public realm. The proposed ground floor arrangements are indicated below.

Residential block – ground floor layout



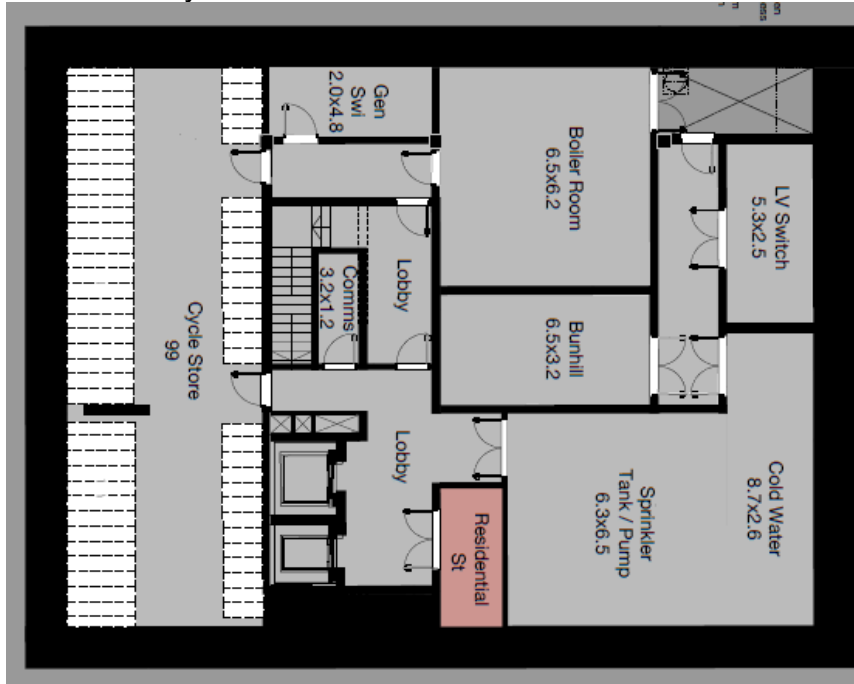


## Ground floor frontage



- 11.92 Policy 7.7 of the London Plan requires that tall buildings ‘have ground floor activities that provide a positive relationship to the surrounding streets’ whilst Policy BC9 of the Finsbury Local Plan requires that tall buildings ‘create an active and interesting street frontage appropriate to the local context’. City of London policy DM10.1 requires that 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.
- 11.93 The proposed development has been revised during the application process to address concerns raised by Officers, objectors and the Council’s Design Review Panel relating to the lack of activity on the ground floor frontage. Historic England had also raised lack of ground floor activity on the Golden Lane frontage as a key issue within their pre-application response. The initial July 2017 submission featured an inactive frontage with a refuse store, substation, plant and a lobby at ground floor level.
- 11.94 The ground floor layout was subsequently revised to incorporate a glazed bicycle store as part of a reconfigured ground floor layout. The October 2017 revised submission indicated an amended school entrance arrangement with the gates brought forward to satisfactorily address DRP concerns that an undercroft area would promote anti-social behaviour. The school entrance would provide activity at the start and end of the school day.
- 11.95 The January 2017 revised submission introduced a basement to accommodate plant and storage previously proposed at ground floor level, as indicated below:

## Basement layout



- 11.96 The provision of a basement facilitated the introduction of 3 small/micro commercial units at ground floor level, as indicated above, which are considered to provide an active frontage as envisaged by Policies 7.7 of the London Plan, BC9 of the Finsbury Local Plan and DM10 of the City of London Local Plan. Accordingly, the revised proposed ground floor frontage is considered to have satisfactorily addressed a key design concern and to secure greater compliance with design policies set out within the Development Plan.

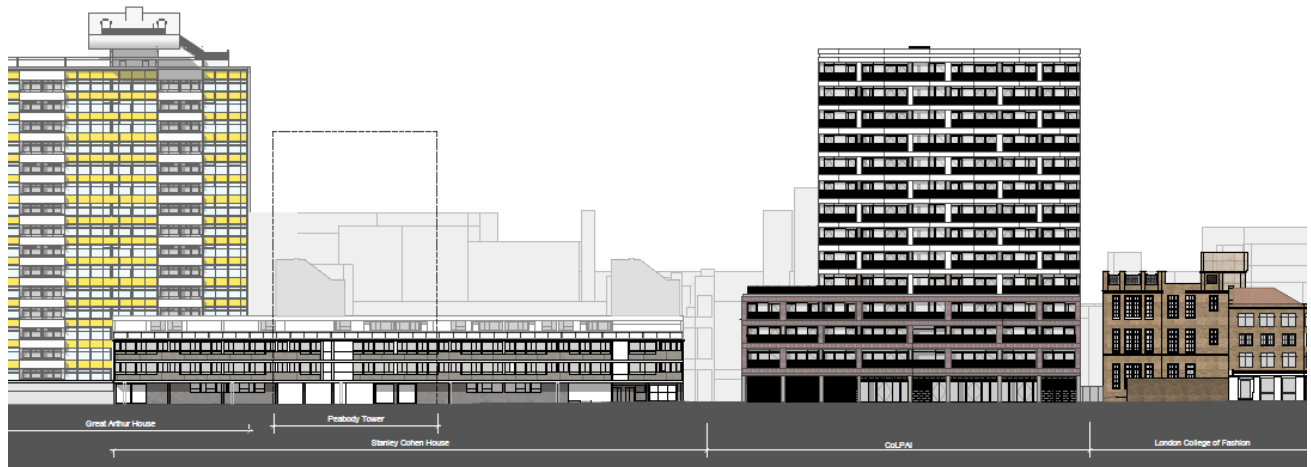
### Landscaping and Public Realm

- 11.97 Public realm improvements are proposed along Baltic Street East which includes new paving, street furniture, bollards and flush kerbs to deliver a more pedestrian friendly space. Tree planting and hard landscaping are proposed on the Golden Lane frontage of the site. Improvements are also proposed to the Basterfield service road, including a planted boundary alongside the school hall, repaving of the access road and new bollards. All of the trees on the site will be removed with the exception of one birch tree to the west of the site which will be retained. A total of 20 new trees will be planted within the site and this is considered to represent a benefit of the scheme in terms of biodiversity, landscape and public realm enhancements. Landscaping and trees are addressed in more detail in the Landscaping, Trees and Ecology section of this report.

### Height and Massing

- 11.98 The proposal involve the erection of an approximately 47m high, 14 storey building which has significant implications in terms of the relevant policy framework, townscape and impact on heritage assets which are considered in the following section. The height and massing of the building in relation to its immediate context is shown below within the contextual elevation plan.

## Contextual Elevation Plan



- 11.99 Tall Buildings Policy Evidence Base: The Bunhill and Clerkenwell Urban Design Study (2010) informed the Council's approach to tall buildings in this part of the Borough. On page 52 it identifies that areas within the Central Activity Zone (CAZ), Opportunity Areas and Areas of Intensification:

*'are strategically significant areas of commercial activity, high intensity mixed uses, and areas of greater development opportunity in London and so are generally the most appropriate locations to place high density tall buildings.'*

- 11.100 The Study further notes that:

*'There is a pronounced increase in the general height of buildings within the south eastern corner of the area adjacent to the City of London and the Barbican. Taller development is also clustered around the Old Street roundabout and partially along Old Street. The main thoroughfares north-south and east-west generally have taller development lining them mixed in with lower traditional forms of development. There are numerous tall and very tall residential towers within the lower rise residential areas to the north of the area. These are generally 1960-70's tower blocks set within a broad landscape, many of which are poor quality.'*

- 11.101 On page 53, the document states:

*'The areas along the southern boundary of the area adjacent to the City also exhibit many potentially suitable sites [for tall buildings] although the smaller nature of the plots may make them difficult to integrate within the tight urban form. If they are proposed, generally, a building with a podium that matches that of the surrounding development would be more appropriate rather than a continuous tower.'*

- 11.102 The applicant advises that the design is informed by the above guidance.

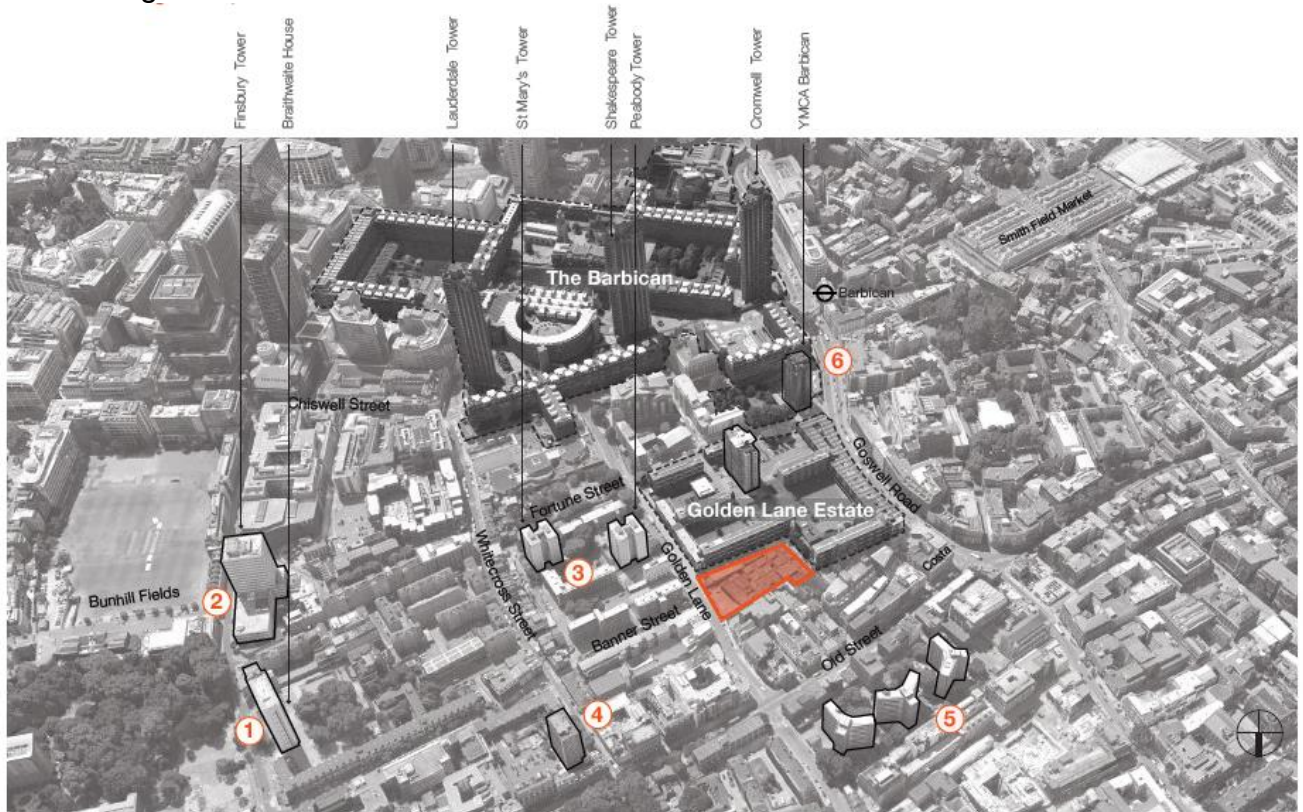
### Consideration against Tall Buildings Policy

- 11.103 Finsbury Local Plan Policy BC9(C) requires building heights outside of the areas designated for tall buildings to respond to the local context, which in this case is identified as an area with a platform building height of around 6 storeys. The applicant makes

reference to the urban central London context for the site which includes a number of tall buildings as follows which are indicated visually below. The proposal is for a 14 storey tower at a height of 47m above ground level.

- Great Arthur House (16 storeys) 51m;
- Braithwaite House (19 storeys) 55m;
- St Mary’s Tower and Peabody Tower (13 storeys) 38m;
- Coltash Court (14 storeys) 40m;
- Cotswold Court (12 Storeys) 36m;
- Sapperton Court (12 Storeys) 36m;
- Parmoor Court (12 storeys) 36m;
- Blake Tower (17 storeys) 52m; and
- Finsbury Tower (16 storeys existing with permission granted in 2017 for a 12 storey extension – 28 storeys total height) 56m with permission to increase to 99.5m
- Barbican Cromwell Tower (42 storeys) 124m; and
- Barbican Lauderdale and Shakespeare Towers (43 storeys) 124m.

### Tall buildings in the local context



Photographs of tall buildings in the surrounding context (note: St. Mary's Tower and Peabody Tower are 13 storeys high and not 16 storeys as indicated; Blake Tower is 17 storeys and not 16 storeys as indicated)



① Braithwaite House  
19 Storeys



② Finsbury Tower  
16 Storeys  
(recent planning consent)



③ St. Mary's Tower and Peabody Tower  
16 Storeys



④ Coltash Court  
14 Storeys



⑤ Cotswold, Sapperton and Parmoor Court  
12 Storeys



⑥ Blake Tower  
16 Storeys

Barbican towers

Approved Finsbury Tower redevelopment



11.104 Whilst it is acknowledged that there are several examples of tall buildings within the surrounding area it is considered important to draw a distinction between the spatial characteristics of these buildings and the proposed 14 storey building. It is noted that all of these buildings are located alongside much lower rise development. However, it can be seen that most of these buildings are set within generous areas of mostly green open space. Finsbury Tower is set atop an ample podium and occupies a 0.5ha site whereas the proposed block will occupy a footprint of 710m<sup>2</sup> within a 0.4ha site. The proposed block will be located immediately on the back edge of the existing Golden Lane building



line and, when viewed on Golden Lane, will not benefit from a spacious setting which could otherwise help to relieve the impact of its height and massing.

- 11.105 The City of London in their initial Chief Officer response has stated very similar views to those of officers set out above, and is provided as follows:

*“The tower element would have the most significant impact in the wider setting in terms of siting, height, bulk and massing. Tall buildings comprise part of the surrounding townscape, including the 16 storey Great Arthur House, 13-storey Peabody Tower, 17 storey Blake Tower and the taller Barbican towers to the south. These towers are set back from the street, often in a generous landscaping.*

*The proposed residential tower would rise flush, without setback, from the principal west and in particular east elevation, which addresses Golden Lane, whilst it would comprise over two thirds of the width of the podium. Given the building line, lack of set-back and height relative to the podium, it is considered that the tower element would impact on the human/domestic scale of Stanley Cohen House and the other six-storey maisonette blocks making it more prominent from much of the Golden Lane Estate than Great Arthur House.*

*The siting, height, bulk and mass of the proposed building would be dominant in views along Golden Lane. To a degree, this could be addressed through detailed design.”*

- 11.106 It is considered that the proposed development does not comply with Policy BC9(C), either through reference to Figure 17 of the Finsbury Local Plan or through reference to other tall buildings within the surrounding area.

#### Materials and Detailed Architectural Design

- 11.107 School Hall and School Nursery / Block: The four-storey school/nursery block and 1.5 storey school hall are proposed to be clad in a plum-coloured brick with ‘punched’ fenestration with incised fenestration and reveals, shadow gap rainwater runs and perforated aluminium accents within robust solid-to-void ratio. It is considered that this approach would ensure an overarching and appropriate reference to the Golden Lane Estate.

- 11.108 The brick referenced is the Ketley-type. This is the same brick that is proposed for the podium of the residential building. The City comments that this brick was:

*“recently used at the Barbican and which is a dynamic, high-quality baked brick with warm mottled tones. This could create a building of high quality which references its distinctive surroundings. Its delivery should be ensured by condition.”*

- 11.109 It is considered that the detailed design of the school and nursery building and the school hall is well considered, contextual and, subject to conditions, to be high quality design that would enhance the character and appearance of the conservation areas and at the least preserve, but could be considered to enhance, the setting of the nearby listed buildings particularly when considering the public realm improvements also proposed.

- 11.110 Residential Podium and Tower: The four-storey podium to the tower is also proposed to be clad in a plum-coloured brick. It is to include ‘punched’ fenestration set in a reveal to the

side elevations and deeply recessed double balconies addressing Golden Lane. The proposed double height inset at first and second floor level with deeply inset brick piers, use of a vernacular brick and projecting balconies echo the core design vocabulary of the Golden Lane Estate maisonette blocks. The top of the principal elevation is finished in an aluminium stick balustrade, bolted to the rear of a shallow parapet, which is considered better able to be terminated and to help create better definition between podium and tower. The City initial views suggest that: *“this could be more emphatically crowned with a clean raised brick with accentuated GRC capping – similar to the surrounding Golden Lane Estate blocks”* and this is supported and is recommended to be secured by condition. Again, the brick to be used is the Ketley referenced above.

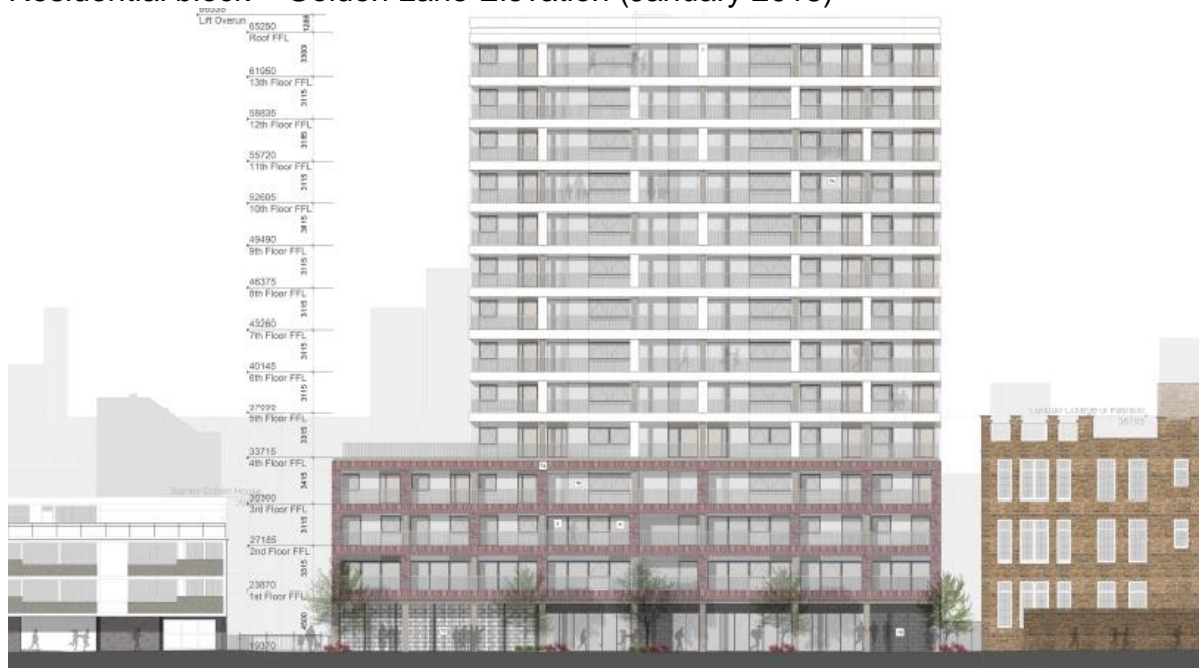
### Residential block – Golden Lane Elevation (Initial application submission)



## Residential block – Golden Lane Elevation (October 2017 revision)



## Residential block – Golden Lane Elevation (January 2018)



- 11.111 The amendments submitted in October introduced revisions to the elevational treatment to seek to address concerns raised by the Council’s Design Review Panel that the podium and the upper part of the tower read as two separate buildings, one placed uncomfortably on top of the other. The revised elevational treatment to the podium was intended to bring the ‘framework rhythm’ down from the tower to the podium and to introduce an element of the tower’s materiality to the podium through the inclusion of precast concrete on alternate columns to help distinguish the outer brick wrap in a similar way to the use of circular

columns in the tower. Additionally, the top parapet of the building was amended to seek to address concerns raised by the DRP.

- 11.112 The DRP was divided on the success of the revision, with some of the view that the addition of concrete columns had helped the relationship whilst others were unconvinced.
- 11.113 It is the view of officers that the revised elevational treatment of the podium represents a particular improvement to the detailed design of the building overall. It would provide a lighter appearance to the base and provide a somewhat improved relationship with the tower whilst ensuring that the materiality of the podium continued to relate to surrounding developments. The tower element of the residential building has been refined through the design process and features a stepped profile which is intended to reduce the mass to the corners of the tower as illustrated below. The elevational treatment is also intended to relate to, but not replicate, the design of buildings within the Golden Lane Estate.
- 11.114 It is considered that the elevational treatment of the tower offers some refinement in its appearance and reduces the bulk of the building to the corners, although it may be considered that the horizontal emphasis of the façade emphasises the massing of the tower. Viewed in isolation, the façade treatment to the tower is considered to represent an interesting composition and would provide a distinct appearance which has merit in design terms.

CGI of revised elevational treatment to podium



Stepped profile to tower (NB: the tower has since been revised to feature a parapet to the roof)



11.115 The City (officer response) has provided the following additional assessment and having reviewed that assessment, it is entirely supported by Islington officers as particularly detailed and is set out directly quoted from their initial (officer level) response:

*It is considered that the architectural concept of a clean slab block in silhouette, with a simple modernist form, in the manner of Great Arthur House, is appropriate. It will have a glass reinforced concrete (GRC) 'skin', in the form of an expressed frame. The regular rhythm of square profile columns and rounded 'piloti', borrowing the latter from the Golden Lane Estate, ties the principal elevations together with the aim of creating a distinctive sculptural frame, complementing the adjacent Golden Lane Estate. It is considered that if well executed this architectural concept could complement the adjacent Golden Lane Estate.*

*It is considered that the proposed depth provided in the balconies and decking of 1.5-2m would be sufficient to relieve and express the frame. This will require the depth of the frame and soffit and the balcony treatment to be well detailed, which could be reserved by condition. It is considered that visible expansion/movement joints, both horizontal and vertical, could significantly undermine the delivery of the architectural concept of a clean and robust sculptural 'skin'. It is recommended that a scheme for removing the need or detailing out of expansion/movement joints should be conditioned to ensure delivery.*

*There is a high balcony-to-frame ratio. A cross section shows that the balconies and decking would have a short upstand with stick baluster balconies attached or clasped to the rear of it. In addition, the soffit of the decking/balconies would be flush with the upper frame, given it less relief. These details should be reserved by condition.*

*The treatment of the flank elevations are important to the coherence and integrity of the architectural concept and in reducing the apparent bulk, mass and height of the building, in particular on the sensitive approaches along Golden Lane. It is proposed to continue the GRC frame alongside regularly aligned fenestration and brick infill panels. No detail has been submitted of junctions or reliefs and this detail should be dealt with by condition.*

*A detail has been added at roof parapet level, an implied shadow gap, providing a subtle 'incident', a characteristic feature of Chamberlain, Powell and Bon. Whilst not clear from the submission, it is apparent that balustrading would potentially need to be accommodated for health and safety which, in addition to potential plant (including photovoltaic tiles), could breach the clean parapet line, undermining the architectural whole. Further detail is sought by condition.*

- 11.116 Revisions to the materials, external appearance and detailed architectural design of the building can be secured by condition to achieve a further refinement of the elevational treatment of the podium and tower in order to seek an improved relationship between the two elements of the building. It is considered that the approach of the City of London with respect of detailed design conditions would be adopted, however it is also recommended that those details be considered by the DRP Chair's Review in order to ensure they are robustly considered, proposed and reviewed in order to secure the highest quality of design given the sensitive context of the site.
- 11.117 It is noted that the DRP raised objection to external lighting to the tower. The City raise concerns with this also and they seek lighting scheme for approval. However, it is the view of officers that no lighting strategy is warranted for a residential building and therefore no permission would be granted for such a scheme. A condition stipulating this is recommended.

#### **Overall appraisal and Design and Tall Buildings Policy Assessment**

- 11.118 The following section provides an appraisal of the proposed development against the design, character, heritage and tall buildings policies of the Development Plan. It is considered that the proposal complies with the relevant policies as follows:
- The proposed tall building would be located within the CAZ and would benefit from an excellent level of Public Transport Accessibility (PTAL 6A) in accordance with London Plan Policy 7.7(a)
  - The proposed siting of the main school building and sports hall reflects the layout of the Golden Lane Estate
  - The materiality of the residential podium complements that of surrounding development
  - Considered in isolation, both the lower and upper part of the proposed residential building have architectural merit
  - The building would deliver some improvement to the legibility of the area, with the school entrance underneath the tall building in accordance with London Plan policy 7.7(d)
  - The proposed residential accommodation would all be dual aspect with generous proportions of glazing and would benefit from passive cross ventilation, solar shading in summer and receipt of winter sun in accordance with DMP Policy DM3.4D

- The proposed residential accommodation will exceed nationally described and London Plan space standards and the minimum requirements for private amenity space set out in Policy DM3.5 of the Council's Development Management Policies document, and in this respect is considered to represent a very good standard of residential accommodation in accordance with Finsbury Local Plan Policy BC9D(viii)
- The proposed tall building would provide an active ground floor frontage in accordance with London Plan policy 7.7(f), Finsbury Local Plan policy BC9(D)(v) and policy DM10.1 of the City of London Local Plan
- The building has been designed to maximise the efficiency of both the building fabric and the building services, reducing the overall energy consumption associated carbon dioxide (CO<sub>2</sub>) emissions. All homes have passive cross-ventilation and incorporate suitable mitigation measures for overheating and the building has had connection to Bunhill Heat Network futureproofed. The environmental quality of the building is therefore of a very good standard and in this regard can be considered to go some way towards complying with policy 7.7(e) of the London Plan, policy BC9(D)(vi) of the Finsbury Local Plan and policy CS14 of the City of London Local Plan.
- Whilst the proposed tall building, due to the podium being at odds in design terms to the tower element is not considered to represent an exceptional or world class standard of architecture, it is considered that further conditions as set out in this report and in the recommendation could secure a design that is high quality. It would not be fully compliant with requirements for exceptional or world class design.

11.119 It is considered that the proposed development falls short of key requirements of the Development Plan policies concerned with design, local character, architecture, tall buildings and heritage, including as follows:

- The scale, mass and bulk of the tall building is considered to result in harm to the character of the area – in particular, it would be at odds with the form, proportion, composition, scale and character of surrounding buildings and the urban grain on the Golden Lane frontage by reason of its dominant height and cramped setting contrary to London Plan Policies 7.4(a), 7.7(b), Islington DMP Policy DM2.1(vii) and Policies CS10(1) and DM10.1 of the City of London Local Plan
- The tall building would be overbearing on the street scene by reason of its siting against the pavement with a lack of space around it to ameliorate its bulk, thereby harmful to the public realm contrary to London Plan Policies 7.4B(c), 7.6B(b), Finsbury Local Plan Policy BC9D(i) and Policies CS10 and DM10.1 of the City of London Local Plan
- The proposed tall building would result in less than substantial harm to the setting of the Golden Lane Estate, 109 and 115 Golden Lane, and the St. Luke's Conservation Area contrary to London Plan Policy 7.4B(e), Islington DMP Policies 2.1(vii) and 2.3, Finsbury Local Plan Policy BC9D(ii) and Policy CS14(3) of the City of London Local Plan, however the NPPF provides for such degree of harm to be weighed against the public benefits, to which it is considered in this instance they are significant. It is also noted that Historic England have not raised objections whilst the GLA consider that no harm would occur. (This summary is expanded upon in further detail in the Heritage section below).
- The proposed development would not provide dedicated on-site children's play space or public open space contrary to Finsbury Local Plan Policy BC9D(vii) and (viii). *However: residents of the proposed development would have access to the school's MUGA outside of normal school hours and during school holidays. The*

*applicant has agreed to make a financial contribution of £134,676 in lieu of on-site play space.*

11.120 In relation to the identified conflict with London Plan policies identified above, it should be noted that the GLA raised no objections to the height or design of the building within their Stage 1 response, which stated at paragraph 24:

*‘The site’s massing continues the existing urban grain of the Golden Lane estate, and has been improved through pre-application discussions. This is welcomed. The site is considered appropriate for a taller building, stepping down to 3-storeys on its southern end to avoid overlooking on Basterfield House. The overall approach responds to the existing heritage context and surrounding taller buildings and is supported.’*

11.121 The GLA Stage 1 response makes no reference to London Plan Policy 7.7.

11.122 The harm arising from the proposed tall building and less than exceptional design quality can be considered within the planning balance which is assessed at the conclusion to this report.

## **HERITAGE AND TOWNSCAPE IMPACT**

### Heritage legislation and policy

11.123 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that *‘if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.’*

11.124 Section 70(2) of the Town and Country Planning Act 1990 states that in dealing with a planning application *‘the authority shall have regard to the provisions of the development plan, so far as material to the application... and to any other material consideration.’*

11.125 There are the following additional requirements when considering planning applications which affect the setting of a listed building or the character and appearance of a conservation area. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that: *‘In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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’.*

11.126 Section 72(1) of the Act states: *‘In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’.*

11.127 The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation Areas) Act 1990 is, respectively, to require decision-makers to give considerable weight and importance to the desirability of preserving the setting of



listed buildings, and to the desirability of preserving or enhancing the character or appearance of a conservation area.

11.128 The National Planning Policy Framework (NPPF) sets out the Government's policies for decision making on development proposals. At the heart of the framework is a presumption in favour of 'sustainable development'. Conserving heritage assets in a manner appropriate to their significance forms one of the 12 core principles that define sustainable development. NPPF policy advises that for new development to be sustainable it needs to encompass an economic, social and environmental role, with the latter including the protection and enhancement of the built and historic environment. Paragraph 8 notes that these roles are mutually dependent and should not be taken in isolation; and that to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. Paragraph 7 of the NPPF states that the environmental role of a development includes protection and enhancement of the historic environment, while section 12 sets out how the historic environment should be conserved and enhanced.

11.129 The NPPF addresses the determination of planning applications affecting designated and non-designated heritage assets at paragraphs 128-135 which state, inter alia, that:

*'128. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary...*

*129. 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 assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal...*

*132. 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

*133. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is*

*necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

- *the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use.*

134. *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 securing its optimum viable use.*

135. *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 affect directly or indirectly 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.'*

11.130 Significance is defined in the NPPF as:

*'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'*

11.131 The setting of a heritage asset is defined in the NPPF as:

*'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'*

11.132 Paragraph 9 of the NPPG notes that

*'Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.'*

11.133 Paragraph 17 of the NPPG provides guidance on assessing whether a proposal results in substantial harm to a heritage asset and states that:

*'What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting*

*Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning*

*Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.*

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.'*

11.134 The Guidance detailed above notes that substantial harm is a high test. Case law in this matter is of some assistance, such as *Bedford Borough Council v Secretary of State for Communities and Local Government and Nuon UK Ltd*, where substantial harm is referred to in the context of circumstances where the impact on significance is "serious such that very much, if not all, of the significance was drained away", or "an impact which would have such a serious impact on the significance of the asset that its significance was either vitiated or very much reduced"

11.135 Paragraph 20 of the NPPG defines public benefits as:

*'Anything that delivers economic, social or environmental progress...Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.'*

11.136 The Historic England (formerly English Heritage) guidance document *Conservation Principles* (2008) sets out a framework for assessing the significance of historic buildings and places. It defines significance as the 'sum of the cultural and natural heritage values of a place, often set out in a statement of significance.' It is commonly agreed that Grade I and II\* buildings are of "exceptional" and "particularly important" interest; therefore these are generally considered of greater significance.

11.137 Historic England's Advice Note No. 4 *Tall Buildings* December 2016 states at paragraph 5.5 that:

*'When considering any proposal that has an adverse impact on a designated heritage asset through development within its setting, 'great weight should be given to the asset's conservation', with any harm requiring a 'clear and convincing justification' (NPPF paragraph 132). In assessing this justification, and in weighing any public benefits offered by a tall building proposal, local planning authorities will need to pay particular regard to the policies in paragraphs 8 and 9 of the NPPF that state that economic, social and environmental gains are to be sought jointly and simultaneously in order to deliver positive improvements in the quality of the built, natural and historic environment. This may involve the examination of alternative designs or schemes that might be more sustainable because they can deliver public benefits alongside positive improvement in the local environment. If*

*a tall building is harmful to the historic environment, then without a careful examination of the worth of any public benefits that the proposed tall building is said to deliver and of the alternative means of delivering them, the planning authority is unlikely to be able to find a clear and convincing justification for the cumulative harm'*

11.138 London Plan policy 7.8 is concerned with heritage assets and states, inter alia, that 'development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.'

11.139 Policy CS7 of the Core Strategy is concerned with Bunhill and Clerkenwell and states at part F, inter alia, that:

*'Much of the area has a rich character and is noted for its historic value. This is particularly true of Clerkenwell, which has a street pattern that dates from medieval times and contains surviving monastic precincts. But throughout Bunhill and Clerkenwell, a number of buildings, monuments, spaces and townscape attributes contribute positively to its character. This includes some locally important street level views to St. Paul's Cathedral and other local landmarks. These historic and character-defining attributes will be protected and enhanced.'*

11.140 Policy CS9 of the Core Strategy is concerned with 'Protecting and Enhancing Islington's Built and Historic Environment' and states, inter alia, that:

*'High quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive.*

*B. The historic significance of Islington's unique heritage assets and historic environment will be conserved and enhanced whether designated or not. These assets in Islington include individual buildings and monuments, parks and gardens, conservation areas, views, public spaces and archaeology.'*

11.141 Policy DM2.3 of the Council's Development Management Policies document is concerned with Heritage and states, inter alia, that:

*A. 'Conserving and enhancing the historic environment  
Islington's historic environment is an irreplaceable resource and the council will ensure that the borough's heritage assets are conserved and enhanced in a manner appropriate to their significance. Development that makes a positive contribution to Islington's local character and distinctiveness will be encouraged.*

*B. Conservation Areas*

*i)...new developments within Islington's conservation areas and their settings are required to be of high quality contextual design so that they conserve or enhance a conservation area's significance. Harm to the significance of a conservation area will not be permitted unless there is a clear and convincing justification. Substantial harm to the significance of a conservation area will be strongly resisted.*

*C. Listed buildings*

*iii) New developments within the setting of a listed building are required to be of good quality contextual design. New development within the setting of a listed building which harms its significance will not be permitted unless there is a clear and convincing justification, and substantial harm will be strongly resisted.'*

11.142 Policy CS12 of the City of London Local Plan is concerned with historic environment and aims, inter alia:

*'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, by:*

1. *Safeguarding the City's listed buildings and their settings, while allowing appropriate adaptation and new uses.'*

11.143 Policy DM12.1 of the City of London Local Plan is concerned with managing change affecting all heritage assets and spaces and aims, inter alia:

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.*
4. *Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings.*

11.144 Policy DM12.3 relates to listed buildings and seeks to ensure that listed building consent is granted for the alteration of a listed building only where this would not detract from its special architectural or historic interest, character and significance or its setting. The works to the Basterfield Service Road which would be secured through the Section 106 agreement may require listed building consent.

### **Heritage Assessment**

#### The Golden Lane Estate

11.145 The Golden Lane Estate is an exemplar of modernist post-war housing development on a comprehensive scale. The Golden Lane Estate was built between 1953 and 1962 to a design by the newly formed architectural practice Chamberlin, Powell and Bon. The Estate is Grade II listed with the grade II\* (Crescent House) building. The whole of the Golden Lane Estate is being considered for potential conservation area designation. At present, it is not a conservation area.

Golden Lane Estate



Crescent House with the Barbican Estate in the background (taken looking south down Goswell Road)



- 11.146 The whole of the estate was listed on 4 December 1997. Great Arthur House (Grade II) is located at the centre of the estate and stands at 16 storeys and 50.6m high and the other lower rise 4-6 storey slab blocks (all Grade II) are located around this centrepiece. Crescent House (Grade II\*) is located to the west of the estate and fronts Goswell Road/Aldersgate Street.
- 11.147 The Historic England and City of London Golden Lane Listed Building Management Guidelines were originally published in 2007 and were revised in September 2013. The Guidelines identify the nature and extent of the special architectural and historic interest of the Estate in order to inform decision-making on planning applications.
- 11.148 The Guidelines address the significance of the estate as a whole and its context at Section 2.2 and state, inter alia:

*'The Golden Lane Estate is of special interest as an early example of large-scale urban design after World War II, one of the first exercises in the comprehensive post-war redevelopment in the City of London. Innovative and unique, it demonstrated a departure from previous ideas underpinning urban planning and set standards for the future.*

*Despite much debate and theorising in the 1920s and 1930s, modern architects and planners in the UK had had little or no opportunity to apply new concepts of modern architecture and design to central urban sites before post-war reconstruction...The Golden Lane Estate is among the first examples by the new generation of architects too young to have practised before the war...Characteristic features included tall blocks of flats or superimposed maisonettes in spacious orthogonal layouts, releasing large areas of land for community facilities and amenities; the relinquishment of pre-existing corridor street patterns and pedestrianisation of estate interiors; and the exploitation of below-ground levels for parking and services. The Golden Lane Estate exhibits all these characteristics, exemplifying the emerging contemporary concept of the neighbourhood unit.*

*The decade after World War II – when the need for extensive reconstruction coincided with progressive policies on public housing – provided an opportunity to experiment with the new urban planning concepts of the Modern Movement, including those developed by Le Corbusier.*

*Some of the features of the Golden Lane Estate can, for example, be recognized in Le Corbusier's Unité d'habitation in Marseilles and the ideas underlying it: the provision of a wide range of social amenities; the use of the flat roof as a terrace; double-height living rooms with open-riser stairs; fully glazed outer walls; generous balconies providing an open-air extension of the living room; other 'extensions of the home' situated at ground level, for example, a swimming pool and tennis courts; sliding partitions between rooms to allow flexibility; and compactly designed kitchens with everything within easy reach. Although designed between 1945 and 1947 and completed in 1952, the Unité d'habitation developed concepts from urban projects of the 1920s.*

*Chamberlin, Powell and Bon, among others in the UK, adapted the ideas of high density, modern services, open space and fresh air, and community, to create schemes and buildings suited to the existing urban environment in this country.*

*The Golden Lane Estate should be understood in its entirety: not only its various components – residential, community, recreational, commercial and the external spaces between buildings – but also its setting within the urban fabric of the City of London.*

*The estate was conceived to provide a self-contained, distinct and sustainable community enjoying a high standard of accommodation and amenities. Because of its unpromising setting – at that time, in the early 1950s, a bleak wasteland of bombsites to the north of St Paul’s Cathedral – it was specifically designed to have a strong sense of enclosure. There was, however, no intention or attempt to diminish its essentially urban location and character. The architects clearly articulated this: ‘It has tried to be as urban as the City itself.*

*While the original concept was, in words of the architects, ‘inward-looking’ because of the inhospitable surroundings at the time, five decades on the estate should be appreciated in its current environment, which differs considerably from that of the early 1950s. This concept should not, however, be misinterpreted as implying that developments around the estate are unimportant.*

*The views from – as well as into – the estate have become important. Part of the special architectural interest of the estate lies in its relationship with adjacent buildings; their height, scale, mass, form, materials and detailing could, for example, have an impact on that special interest. An illustration of the importance of the current setting is the view along Goswell Road and Crescent House with the backdrop of the tower blocks of the Barbican Estate – all by Chamberlin, Powell and Bon. The relevant local authority should, therefore, take into account the significance of the estate’s setting to its special architectural interest when considering any developments on the immediate boundaries of the listed area.*

*The design of the Golden Lane Estate is particularly significant in its interpretation of a viable and sustainable community within a tightly defined urban space. In addition to the efficient use of space to provide the required density of housing (200 people per acre), it also provided amenities and facilities to support a self-contained community. While this was an aspiration of many post-war redevelopment projects, few succeeded in achieving the diversity and integration of the Golden Lane Estate. From its earliest conception, it included a community centre for residents, leisure facilities including a swimming pool and badminton court, a bowling green (subsequently tennis courts), a nursery and children’s playground (which later included a paddling pool, since removed), residents’ club rooms, garages, estate workshops, and, slightly later as the site was extended, shops and a public house (which originally included a restaurant), as well as open spaces or ‘courts’. These are contained within a tightly planned area, where all available space is used to maximum effect.*

*It is in the context of this diversity of use that the term ‘village’ has been used to describe the Golden Lane Estate. It is not, however, to be confused with the traditional connotation of the word ‘village’ as rural or suburban. Rather, it should be interpreted as an ‘urban village’ with a sense of social cohesion. This point was stressed by the architects: ‘We regard the whole scheme as urban. We have no desire to make the project look like a garden suburb ... the scheme aims at being urban and does not pretend that it is out in the country.’*



*While the new forms of urban planning and architectural language developed by Chamberlin, Powell and Bon for the Golden Lane Estate are significant in their own right, they are also important for their influence on subsequent developments, most notably the neighbouring Barbican Estate, which is also listed as being of special architectural interest. Distinctive elements of the Barbican Estate, arguably one of the most ambitious urban reconstruction projects in Europe, had their genesis in the Golden Lane Estate. Taken together, the two projects provide not only a narrative of the work of one of the most significant post-war practices, but also an insight into the progress of British modernism in the 1950s and 1960s.'*

11.149 The report to the City of London's Planning and Transportation committee in relation to a planning application for the redevelopment of Bernard Morgan House (reference 16/0059/FULL) includes a carefully considered assessment of the significance and setting of the Golden Lane Estate by the City of London planners. In view of the quality of the assessment it is considered that there is merit in detailing it within this report and it is endorsed by Officers. The assessment makes reference to the above guidelines and includes the following observations:

- Much of the character and special interest of the Golden Lane Estate derives from the architects' pursuit of a modern exemplar of high-density urban living expressed itself on a macro level through the meticulously planned townscape and generous open landscape and on micro-level through the detailing and layout of individual flats
- The Golden Lane Estate should be viewed in its entirety as an ensemble: a piece of architecture, urban design and townscape. The qualities of light, space, transparency, function and communality run through the Estate, from the (unique) large curtain wall landscape window of the community centre raised above the ornamental sunken garden to the finely detailed 'picture frame' curtain wall principal aspects of the flats providing views over generous landscaping.
- The height and disposition of the blocks was meticulously considered to create varied public/private space, delivering a comfortable sense of enclosure while also feeling open and permeable. The pioneering use of glass curtain walls, in striking primary colours, add light and energy, while the overarching use of a pleasant pink brick ties the architectural whole together.
- The blocks are disposed to maximise daylight, sunlight, privacy and a sense of spaciousness and transparency. These spatial qualities continue inside where all flats are defined, where possible, by a principal south-aspect, dual aspect, floor-to-ceiling glazing overlooking well landscaped courts and private balconies on flats which are orientated to avoid direct overlooking from directly facing principal aspects, revolutionary at its time. This openness and the extensive glazing creates a seamless transparency between inside and out, creating internal spaces defined by the relationship with the landscape outside.
- The setting of the Estate has changed significantly since the 1950s, and will continue to change. The Peabody Towers, Braithwaite Tower, Cripplegate House (as extended), Blake Tower and 121-167 Roscoe Street are all visible above the perimeter blocks from views within the Estate, placing it in an evolving and dynamic urban context. To the south it can be viewed with the backdrop of the Barbican tower and podium composition; reflecting continuity in architect and the development of Modernism, which is inherent in the view identified in the Guidelines from Goswell Road incorporating Crescent House with the Barbican towers.

11.150 Having regard to the Guidelines and the above appraisal the City of London planners considered that the following elements of the setting of the GLE contribute to its significance, slightly amended to specifically relate to this site location and context:

- The visual relationship with the Barbican to the south; in particular in the views from Goswell Road of Great Arthur House, Crescent House and the Barbican towers and the north-south axis view from the Bastion through the central piazza towards the tower of the Jewin Chapel on alignment with the Shakespeare Tower;
- The strong sense of enclosure and unity felt in the sunken gardens, on a whole unfettered by looming development in the immediate vicinity;
- The retention of open diagonal views across the whole site with limited bulky development in the immediate setting to break up the unity and inter-visibility of the enclosing residential blocks;
- An ability to appreciate the Estate from outside views in, the dominance of Great Arthur House, in contrast to the more humble scale of the perimeter blocks;
- An ability to appreciate the interrelationship between the interior of the maisonette flats and the external spaces.

11.151 It is considered that this assessment of the contribution of setting to the significance of the Golden Lane Estate is informed and carefully considered. Accordingly, it is endorsed by officers and it is considered appropriate to inform an assessment of the impact of the proposed development on the setting and significance of the Golden Lane Estate.

#### St. Luke's Conservation Area

11.152 St. Luke's Conservation Area was designated by the London Borough of Islington in 1975 and extended in 2002. The St Luke's Conservation Area Design Guidelines describe the area as follows:

*'Lying in the south of the borough, straddling the ancient thoroughfares of Whitecross Street and Old Street, the St. Luke's Conservation Area is an important surviving part of historic Finsbury, with a special character and appearance which is desirable to preserve and enhance. Whitecross Street is a medieval lane which ran from the Cripplegate to Old Street, home of London's oldest surviving street market and fronted by a number of domestic-scale properties from the 18th and 19th centuries. Either side, the narrow side streets contain a wide range of 19th century commercial buildings and one of the largest late 19th century Peabody housing estates.*

*Central and pivotal to the conservation area St. Luke's Church, dating from 1733, designed by John James and Nicholas Hawksmoor, is one of London's most important churches. The church is now refurbished as a rehearsal, concert and education centre for the London Symphony Orchestra. The unusual obelisk spire is a major local landmark, with important views down Whitecross Street. Surrounding the church is the churchyard and burial ground, now a public open space, with fine plane trees, railings and tombs. Fronting onto these spaces are several important groups of Georgian and Victorian buildings which are of architectural and historic interest and which contribute to the setting of the church.'*

11.153 The Guidelines state at paragraph 16.9:

*'The Council will pay particular attention to design matters and will expect any scheme for new development to comply with the following criteria:*

- i) existing and established building lines should be retained;*
- ii) new buildings should conform to the existing prevailing parapet and roof heights in the conservation area;*
- iii) new buildings should respect the existing plot sizes.'*

#### Nos. 109-113 Golden Lane

11.154 109-113 Golden Lane is locally listed as a good example of a late Victorian Board School comprising of stock brick with red brick and stone dressings and a powerful gable end facing Honduras Street. It is also located within the St Luke's Conservation Area.

#### No. 115 Golden Lane

11.155 No. 115 Golden Lane is locally listed as a good example of a mid-late Victorian warehouse (c.1870) comprising of four-storeys, gault brick with good brick detailing, timber windows, crane and hoist. It is also located within the St Luke's Conservation Area.

115 Golden Lane (left) and 109-113 Golden Lane (right)



#### Townscape Assessment

11.156 The application is accompanied by a Heritage Townscape Visual Impact Assessment which assessed the proposal in terms of its townscape impact and its impact on heritage assets, including through verified images indicating the proposed development in situ.

11.157 It should be noted that the HTVIA has not been revised following the design amendments which were the subject of the October 2017 and January 2018 revisions. This is with the exception of one view, (View 3) which is provided below as a CGI.

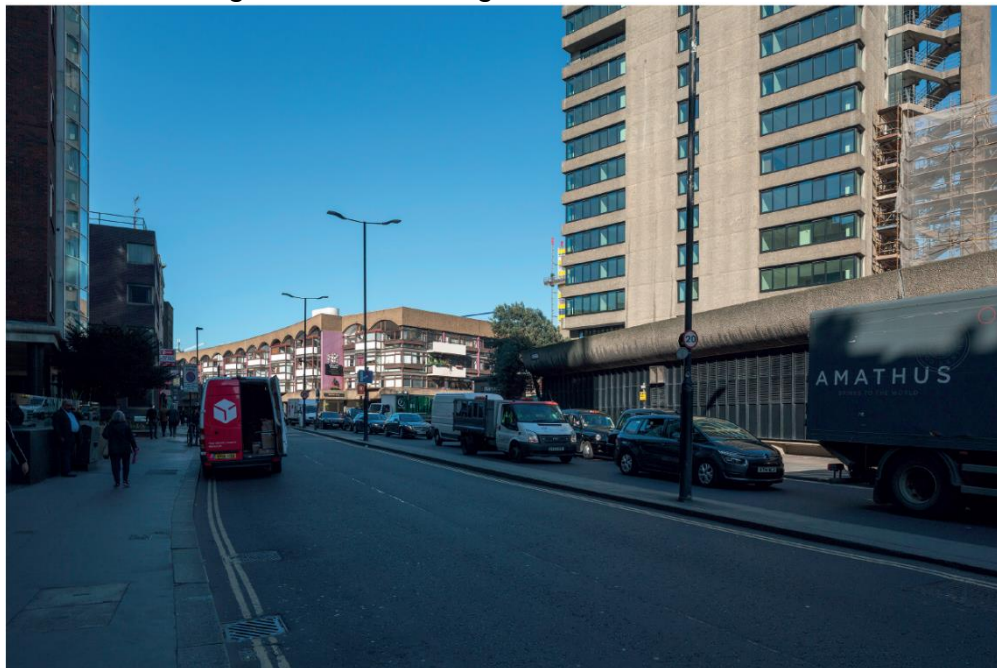
11.158 Having regard to the above, the ground floor arrangements and elevational treatment of the podium and the appearance of the top of the tower are not representative of the currently proposed development. Members should therefore have careful regard to the nature of the revisions when reviewing the verified images presented in carrying out an assessment of the visual impact of the proposed development in townscape and heritage terms. The revisions to the external appearance of the proposed development since the HTVIA was produced are as follows:

- Revision to location of the school gates on Golden Lane to reduce the size of the recess under the building.

- Details of revised elevational treatment to the residential podium to better relate it to the facade of the tower. The revisions included an amendment to the brickwork treatment and the introduction of concrete columns.
- Details of brickwork facing material in place of concrete cladding along the access decks.
- Introduction of a parapet to the top of the tower.
- Revised palette of materials.
- Introduction of improved active frontage on to Golden Lane in the form of Class B1a workspace.

11.159 The above revisions primarily affect views of the site from Golden Lane and it could be considered that the revisions to the ground floor frontage and the elevational treatment of the podium represent improvements in design terms therefore, in instances where harm in heritage and townscape terms is identified, the harm observed within the verified images would be greater than that following the revisions. The following appraisal of the applicant's HTVIA has therefore been carried out having full regard to the revisions to the proposed development.

View 1 – Aldersgate Street looking north-east



11.160 This view gives a very small slither of wire-line above the rear part of Crescent House which would be visible. From this view the development would be barely perceptible and although the Barbican and Crescent House are in view, this is not considered harmful in townscape or heritage terms.

View 2 – Golden Lane Estate looking north-east towards Callum Welch House, Great Arthur House and Basterfield House



11.161 This view is from a pedestrianised route across a hard landscaped courtyard space within the Golden Lane Estate, with the Grade II listed Great Arthur House, Callum Welch House and Basterfield House visible as an attractive group of buildings. The view provides an appreciation of the different façade treatments and scales/heights of the individual buildings within the Golden Lane Estate.

11.162 The tower of the proposed residential building is visible between Callum Welch House and Great Arthur House, and above the parapet of Basterfield House. The light colour of the proposed building reduces its visual impact to a degree and it does not appear unduly dominant from this view due to its location in the background. It could be also acknowledged that the form, massing and elevational treatment of the proposed building references that of the Golden Lane Estate buildings to an extent. However, it is considered that the building will result in harm to the setting of the Golden Lane Estate as it will introduce bulky and looming development into a previously open diagonal view across the estate and detract from an appreciation of the unity and spatial composition of the three existing buildings.

View 3 – View south near to junction of Old Street and Golden Lane



11.163 One of the towers of the Barbican Estate is visible in the distance of this view, together with Stanley Cohen House, which forms the eastern edge of the Golden Lane Estate. The townscape in the foreground of the view on both sides of Golden Lane is located in Islington's St Luke's Conservation Area. The buildings in the foreground range from 3 to 6 storeys in height and are largely in commercial use, with ground floor shopfronts and

entrances creating some activity on the street and footpaths to either side of Golden Lane. The wireline massing of the permitted Bernard Morgan House scheme is indicated in the proposed image.

- 11.164 The separation of the tower and podium is seen clearly in this view and it can be acknowledged that the height and materials of the podium complement that of nearby development. However, the building overall would appear as a tall building immediately adjacent to much lower rise development and would represent an abrupt step up in building height. The tall building would be set immediately on the back edge of the existing street building line with little space around it to relieve its height. The relationship between the podium and tower is much improved from this view but would, in the view of the DRP, not be entirely acceptable as currently proposed (shown in the CGI below). Overall, from this view it is considered that the proposed development would be harmful to the Golden Lane street scene, the setting of the St. Luke's Conservation Area and the setting of the Grade II listed Stanley Cohen House.
- 11.165 The applicant has provided the following CGI of the revised scheme looking south down Golden Lane. It is considered that this CGI demonstrates that the design revisions have resulted in a considerable improvement to the appearance of the buildings as compared to the initial application proposal.



#### View 4 – View north west near to junction of Golden Lane and Roscoe Street



- 11.166 The 4-storey Stanley Cohen House is present in the foreground whilst the locally listed buildings at 109 and 115 Golden Lane can be seen to the north of the site within the St. Luke's Conservation Area. The existing buildings on the site do not make a positive contribution in character terms to the street scene or the adjacent conservation area and their low height is considered to present a gap within the townscape.
- 11.167 The height of the podium relates satisfactorily to Stanley Cohen House whilst the stepped profile and elevational treatment of the tower adds interest but does not significantly detract from its bulk and massing. Again, the building would represent an abrupt and significant step up in building height and there is little space retained around the building to relieve its height. The relationship between the podium and tower would again appear awkward and they do read as two separate buildings (although noting that this relationship is improved in the current proposal). It should be noted that the ground floor now has active frontages and therefore the view is much worse than the current proposal. It is considered that from this view the proposed development would be harmful to the Golden Lane street scene, the setting of the St. Luke's Conservation Area and the setting of the Grade II listed Stanley Cohen House.

#### View 5 – Golden Lane Estate looking east towards recreation centre and tenants' hall, Hatfield House and Basterfield House

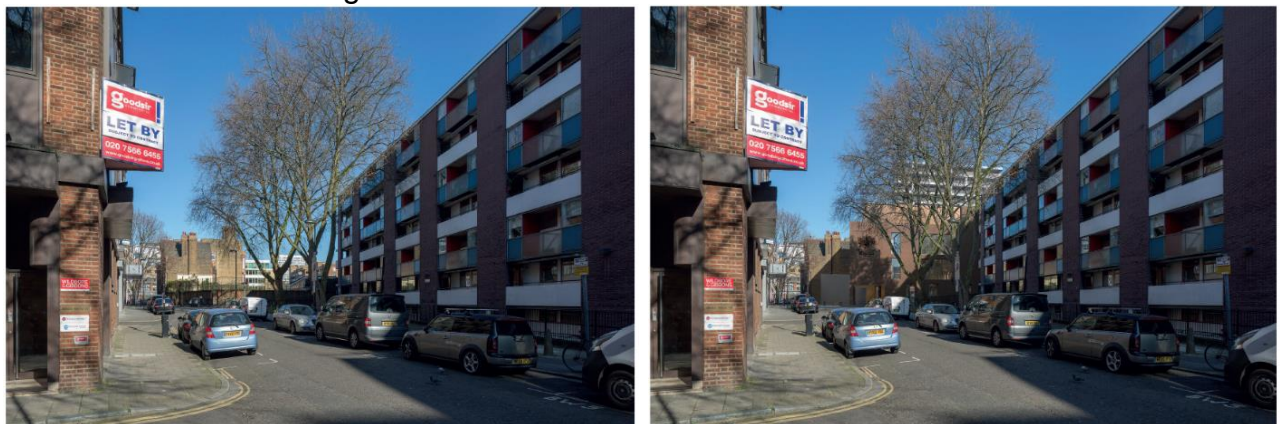


- 11.168 This view is from a pedestrianised courtyard space within the Golden Lane Estate. Hatfield House is visible on the left and Basterfield House is visible on the right with the Recreation Centre and Tenants Hall to the foreground. The different façade treatments

and scales/heights to the individual buildings within the Golden Lane Estate can be appreciated from this view.

- 11.169 The proposed school is visible adjacent to Hatfield House and complements the height, orientation and materiality of Hatfield House. It should be noted that the rear of Crescent House (grade II\* listed) is located immediately behind the position that this view is taken from. The podium to the residential block, to the extent that it is visible, reflects the heights and materiality of the Golden Lane Estate buildings. The broad pattern of development within the Golden Lane Estate comprising long perimeter blocks with internal courtyard spaces is the siting of the proposed main school building and residential block can be considered to respond to that layout from this view. The elevational treatment of the tower element of the proposed residential building can be considered to reference that of the Golden Lane Estate buildings to a degree. However, it is considered that the building will result in some harm to the setting of Basterfield House and Hatfield House from this viewpoint through the introduction of a highly prominent tall building. This view is not identified as a key contributor of setting to the significance of the estate but in view of the visible bulk of the tower and the visibility of three Estate buildings in the foreground it is considered to result in some harm to the setting of the estate as a whole.

View 6 – View east along Baltic Street West



- 11.170 This view is from the eastern edge of the Hat and Feathers Conservation Area and the townscape shown to the left of the view is located within the St. Luke's Conservation Area. Hatfield House is visible on the right and 109 Golden Lane is visible to the left of centre in the background. If one were to step back from this viewpoint then the Grade II\* listed Crescent House would become visible in the foreground.
- 11.171 The proposed new school building can be seen adjacent to Hatfield House and will appear generally consistent with Hatfield House in terms of its height whilst the palette of materials can be considered to reference those of the buildings in the immediate vicinity. The top 4 floors of the proposed residential tower are visible above the proposed school building. It should be noted that when the mature trees in the foreground are in leaf the tower and part of the school building will be obscured from view. When viewed as a whole from this viewpoint, the proposal would introduce bulky structures within the settings of Hatfield House and the St. Luke's Conservation Area and in this regard is considered to result in a minor degree of harm to the settings of these heritage assets. In view of the distance of the building from the Hat and Feather's Conservation Area it is not considered that the proposal would be unduly harmful to its setting.



View 7A – View west along Banner Street



11.172 This view is from a resident's car park separated from Banner Street by a footpath. The Peabody Estate is visible to the left in this view and there are buildings within the St Luke's Conservation Area to the right. Buildings in the view are around 5 storeys in height and the view will predominantly be experienced by residents of the Peabody Estate.

11.173 The quality of the architectural treatment of the tower will again be evident from this view whilst, for the months of the year when the trees in the foreground are in leaf, the disconnect between the podium and the tower which is noticeable from some views within the HTVIA would be less evident. However, the proposed 14 storey building would appear overbearing and dominant from this view by reason of its height, scale and massing and would result in some harm in townscape terms as well as to the setting of the St. Luke's Conservation Area.

View 7B – View west along Banner Street



11.174 The Peabody Estate buildings are visible to the left in this view and buildings within the St Luke's Conservation Area are visible to the right. The low rise scale of the existing buildings on the application site is particularly apparent from this view.

11.175 As with view 7A, the quality of the architectural treatment of the tower will be evident from this view. The proposed building would however appear monolithic and dominant from this view by reason of its height, scale and massing and will again result in some harm in townscape terms as well as to the setting of the St. Luke's Conservation Area.

#### View 8 – View west from Roscoe Street



11.176 This view is from the Peabody Estate towards the site with Stanley Cohen House and Basterfield House visible and a 6 storey block within the Roscoe Street Peabody Estate is visible on the right.

11.177 The relationship between the podium and tower appears somewhat uncomfortable from this view as they read as two separate buildings, one placed on top of the other. The height of the podium is considered to relate satisfactorily to that of Stanley Cohen House whilst the quality of the architectural treatment of the tower can be appreciated from this view. However, the height and bulk of the proposed building is such that it looms over the six storey Peabody building to the foreground in a dominant and overbearing manner whilst the proposed step up in height from Stanley Cohen House to the proposed tower appears somewhat jarring resulting in a degree of harm in townscape terms.

#### View 9 – View north-west near to junction of Golden Lane and Fortune Street



11.178 The view is taken from the edge of Fortune Street Park and Stanley Cohen House is visible in the foreground and 109 and 115 Golden Lane are visible to the north of the site.

11.179 The height of the podium is considered to relate satisfactorily to Stanley Cohen House in this view. However, it is considered that, overall, the proposed building would represent an uncomfortable feature on the relatively low rise street scene with an abrupt step up in building height, in particular appearing at odds with Stanley Cohen House which has a strong horizontal emphasis. This view illustrates the lack of space afforded to the tower and the abrupt rise from pavement edge the whole way up the 14 storey building, unlike those few examples of taller buildings in the vicinity of the site. This view is considered to

demonstrate that the proposed development would result in some harm to the setting of Stanley Cohen House and to the setting of the St. Luke's Conservation Area.

View 10 – Golden Lane Estate looking north-east towards Basterfield House



11.180 This is a view of the southern elevation of Basterfield House across the lawn to the south of the building and Stanley Cohen House is visible to the right. The view provides an appreciation of the façade treatment of Basterfield House and its landscaped setting. It also illustrates that this is the main façade of the building, in terms of the largely inward facing design of the Estate due to the contextual surroundings at the time the Estate was planned and brought forward.

11.181 The top 5 storeys of the proposed residential building are visible above Basterfield House and the quality of the architectural treatment of the building can be appreciated from this view. This was previously an intact view of Basterfield House and the Council's Design and Conservation Officer notes that the disruption of this view would harm the original design intention that the Golden Lane Estate buildings be appreciated as objects within a landscaped setting. Accordingly, it is considered that the proposal will result in some harm to the setting of the Golden Lane Estate from this view.

View 11 – East from junction of Goswell Road and Baltic Street West (wireline)



11.182 This view is taken from the southern edge of the Hat and Feathers Conservation Area and the townscape to the left of the image is located in both this conservation area and the St Luke's Conservation Area. The Grade II\* listed Crescent House is visible in the foreground.

11.183 As a wireline image with trees in leaf has been provided the full impact of the development cannot be so easily appreciated. However, it would appear that, given the location of the site in relation to this view, the proposed development would appear relatively distant and would not result in a significant impact on the setting of Crescent House although it is noted that this forms part of the Golden Lane Estate whole. The photograph below indicates the extent of the site that will be visible when the trees are not in leaf.

Photograph when trees are not in leaf



View 13 – View south east from junction of Golden Lane and Garrett Street



11.184 This view provides views of the towers in the Barbican Estate, Great Arthur House, Stanley Cohen House and Basterfield House with buildings within St Luke's Conservation Area (and locally listed) visible in the foreground.

11.185 The podium and tower read as two separate buildings from this view, although it should be acknowledged that the elevational treatment of the podium has since been revised and significantly improved whilst the inactive ground floor frontage that is apparent from this view has since been revised through the introduction of 3 small/micro office units.

- 11.186 The impression from this view is of a building out of scale with its surroundings by reason of its height, bulk and massing. It appears overbearing on the street scene, in particular by reason of its siting against the pavement with a lack of space around it to ameliorate its bulk. Accordingly, it is considered that this view demonstrates that the proposed development will result in a high degree of harm in general character terms to the Golden Lane street scene and harm in heritage terms to the settings of Stanley Cohen House and the St. Luke's Conservation Area.
- 11.187 This view presently also provides an ability to appreciate the Estate from outside views in, with the dominance of Great Arthur House in contrast to the more humble scale of the perimeter blocks, as well as an ability to appreciate the visual relationship with the Barbican to the south. As a result of the proposed development the views of this relationship will be substantially obscured, resulting in harm to the setting and significance of the Golden Lane Estate. However, it should be noted that any medium density redevelopment of the site would be likely to result in the substantial loss of this view and it is considered unlikely that an otherwise acceptable redevelopment of the site would be resisted in order to maintain this view. Accordingly, it is considered that the substantial loss of this view into the Golden Lane Estate is considered to result in a minor degree of harm to the setting, and therefore the significance, of the Golden Lane Estate.

#### St. Luke's Church

- 11.188 Representations have been received noting that views of St. Luke's Church spire will be affected by the proposed development. In view of the location of St. Luke's Church in relation to the application site it is not considered that there will be an adverse impact.

#### Summary of Heritage Impact

- 11.189 It is considered that the introduction of a highly prominent tall building will result in some harm to the settings of Basterfield House and Hatfield House and the St. Luke's Conservation Area from views from the west through the introduction of a highly prominent tall building. Similarly, the proposed residential building will result in harm to the setting of the St. Luke's Conservation Area in views from the east.
- 11.190 The proposal will result in harm in heritage terms to the setting of the Grade II listed Stanley Cohen House and harm to the setting of the St. Luke's Conservation Area and to the locally listed buildings within the Golden Lane street scene through its uncomfortable design and its overly dominant height, scale and massing with little space around it to provide relief.
- 11.191 The proposed development will result in harm to the setting and significance of the Golden Lane Estate as a whole in views from within the estate, most notably through the introduction of bulky and looming development into a previously open diagonal view across the estate, detracting from an appreciation of the unity and spatial composition of the existing buildings.

#### Assessment of Harm

- 11.192 Substantial harm is a high test and is considered to represent harm that is destructive to the significance of a heritage asset. As indicated by the Planning Practice Guidance, it is a matter of judgement whether or not a proposal causes substantial harm or less than substantial harm, and indeed it is considered perfectly reasonable to conclude that within

the parameters of the phrase 'less than substantial harm', some impacts can be more harmful than others.

- 11.193 The Council's Design & Conservation Officer considers the degree of harm to be towards the higher end of less than substantial harm particularly when considering views 3, 4, 7A, 7B, 9 and 13 from the Townscape and Visual Impact Assessment. The GLA in their Stage 1 response consider that the proposals represent no harm to the setting of heritage assets in the immediate vicinity. The City of London observations (noting they are the view of the Chief Planning Officer, not the City of London Planning and Transportation Committee) has advised in relation to the Golden Lane Estate harm:

*"The emerging view from Old Street is currently defined by the human scale of Basterfield and Stanley Cohen House, of the strong rectilinear orthogonal blocks and a skyline defined by Great Arthur House and the Barbican tower and podium composition. This offers a rich appreciation of a multi-layered and comprehensive Post-War townscape by a single notable architectural practice. This view would be impacted by the proposed tower, restricting views of Great Arthur House and the Barbican Tower and impacting on the scale of the perimeter blocks.*

*On approach from the south, from Beech Street, the proposed tower element, again due to its siting, terminating the strong horizontality of Stanley Cohen House, and significant height, bulk and mass, would diminish the of Great Arthur House and an appreciation and understanding of its significance, but to a lesser extent than from the north.*

*The proposal would have a less significant impact on the east-west approaches, where Great Arthur House would retain its primacy, in particular in views from Goswell Road and Fortune Street/Fortune Street Park.*

*From within the Estate, it is considered that the overall sense of enclosure, openness, light and sightlines would be preserved, but the sheer height, and in particular the bulk and massing of the proposed tower, would have an apparent overbearing impact on views from the raised circulation spaces surrounding the Bastion/Basterfield Lawn, the space around the children play area the tennis courts. From these, it would challenge the primacy of Great Arthur House, diminish an appreciation of the scale of the blocks and reduce the integrity of their clean parapet lines. It is acknowledged that these views would be transient, in places fleeting/glimpsed and generally oblique, whilst from significant spaces such as the community piazza, sunken ornamental garden, community centre and western piazza, the impact would at times be removed or much diminished.*

*Overall, it is considered that in the majority of instances, Great Arthur House would continue to define the Estate, not least because of its distinctive silhouette and striking primary yellow Muro glass curtain wall façade, and that the disposition of the maisonette blocks and strong enclosure of its spaces would still allow it to retain a significant degree of primacy over the Estate as a whole. The proposed tower would be no higher or wider than Great Arthur House, whilst its more understated design would not detract from an appreciation of it."*

- 11.194 Additionally, the City of London have undertaken an assessment of the significance of and the harm to the setting of the Barbican, Cripplegate House and Jewin Chapel (non-designated heritage asset). The conclusions of harm for each are copied below and the full assessment is appended (Appendix 4).

*Overall, it is considered that the proposal, because of the diminished view in the approach from Golden Lane, would cause slight, less than substantial harm to the significance of the Barbican as a listed building and registered landscape.*

*The proposed tower would be visible on approach to Cripplegate House from Beech Street/Golden Lane. Given the substantial distance between the two, and the scale of Cripplegate House within its immediate townscape, it is not considered that the proposal would harm the significance of Cripplegate House, or an appreciation or understanding of it.*

*The chapel would be viewed in the context of the proposed tower in views from Fann Street and, to an extent, Viscount Street. In Viscount Street, given the scale of the church and tower relative to the enclosing built environment, it is considered that the proposed tower would not diminish the church. From Fann Street, it is considered that the impact would be neutral.*

*Overall, the significance of the Jewin Chapel as a non-designated heritage asset would not be harmed by the proposed development.*

- 11.195 The Design Review Panel considered in their responses that the proposals would result in harm to the setting of heritage assets, but did not give a view as to the degree of harm caused. Finally, Historic England raised particular concerns that the residential tower not be taller than Great Arthur House, that the design of the top and the ground floor be well considered.
- 11.196 Having had regard to the responses set out above, as well as the many consultation responses (including the assessment of the Chief officer, City of London) it is the view of officers that the degree of harm to the setting of the Golden Lane Estate, the St Luke's Conservation Area (including the locally listed buildings on Golden Lane) and the heritage assets within the City (the Barbican, Cripplegate and Jewin Chapel) is less than substantial.
- 11.197 In cases where the degree of harm is considered to be less than substantial, paragraph 134 of the NPPF is of relevance and this indicates that the harm should be weighed against the public benefits of the proposal. An overall assessment is carried out later in this report.
- 11.198 In terms of townscape impact, the proposed development is considered to be at odds with the form, proportion, scale and character of surrounding buildings on the Golden Lane frontage and that this disconnect is harmful, even with the welcome insertion of active ground floor uses and improved elevational treatment of the podium.

#### Optimum Viable Use

- 11.199 Objectors have commented that the proposal does not represent the optimum viable use of the site. The National Planning Policy Guidance states at paragraph 15 that:

*'The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage*

*assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation...*

*In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.*

*It is important that any use is viable, not just for the owner, but also the future conservation of the asset. It is obviously desirable to avoid successive harmful changes carried out in the interests of repeated speculative and failed uses.*

*If there is only one viable use, that use is the optimum viable use. If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.*

*optimum viable use may not necessarily be the most profitable one. It might be the original use, but that may no longer be economically viable or even the most compatible with the long-term conservation of the asset. However, if from a conservation point of view there is no real difference between viable uses, then the choice of use is a decision for the owner.*

*Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised. The policy in addressing substantial and less than substantial harm is set out in paragraphs 132 – 134 of the National Planning Policy Framework.'*

- 11.200 It is therefore the case that 'optimum viable use' as addressed within the NPPG is concerned with development involving a heritage asset and not development affecting the setting of a heritage asset.

### **Density**

- 11.201 The London Plan encourages developments to achieve the highest possible intensity of use compatible with the local context. The development scheme proposes a total of 66 new residential dwellings comprising a total of 173 habitable rooms. The footprint of the proposed residential block is 710m<sup>2</sup>. The proposed residential density would therefore be 930 units per hectare or 2,437 habitable rooms per hectare.
- 11.202 Policy 3.4 of the London Plan states that development should optimise housing output taking into consideration local context and character, design principles and public transport capacity, appropriate to location (central) within the relevant density range shown in Table 3.2. Table 3.2 and London Plan Policy 3.4 suggest that a density level of 650-1100 habitable rooms per hectare (215-415 units per hectare) is appropriate in a central location. In view of the high density character of much of the built development within the locality it is considered reasonable to identify the site as within a 'Central' area.
- 11.203 It should be noted that the density matrix has been deleted from the Draft London Plan and it refers to a design led approach.



11.204 Paragraph 1.3.1 of the Mayor of London's Housing SPG (2016) states, inter alia, that:

*'Policy 3.4 and Table 3.2 are critical in assessing individual residential proposals but their inherent flexibility means that Table 3.2 in particular should be used as a starting point and guide rather than as an absolute rule so as to also take proper account of other objectives, especially for dwelling mix, environmental and social infrastructure, the need for other land uses (e.g. employment or commercial floorspace), local character and context, together with other local circumstances such as improvements to public transport capacity and accessibility.'*

11.205 Paragraphs 1.3.50-1.3.52 state that it may be appropriate to exceed the density ranges subject to high design quality and should be tested against the factors outlined in Policy 3.4 (local context and character, public transport capacity and the design principles set out in Chapter 7 of the London Plan); PTAL, social infrastructure provision and other local amenities and services; high quality design in terms of liveability, public realm, residential and environmental quality, and, in particular, accord with the housing quality standards; local 'place making', residential mix and dwelling types proposed in a scheme, taking into account factors such as children's play space provision, school capacity and location; need for appropriate management and design of refuse/food waste/recycling and cycle parking facilities; and whether proposals are within a town centres, opportunity areas, intensification areas, surplus industrial land, and other large sites.

11.206 Paragraph 1.6.70 of the Housing SPG states with respect of mixed use schemes that:

*'Where schemes have a substantial proportion of non-residential uses e.g. more than 30% - 35%, the density matrix can usefully be complemented by plot ratio in addition to calculating density. In calculating plot ratio for these purposes, the total floorspace of all uses (measured as GIA) should be divided by the net site area...'*

#### Density - considerations

11.207 The site has a Public Transport Accessibility Level (PTAL) of 6A (Excellent) whilst Transport for London's WebCAT planning tool identifies that proposed changes to the public transport network results in a forecast PTAL output for 2031 of 6b, the highest level obtainable. The residential units comprise an average of 2.62 habitable rooms.

11.208 The proposed residential density of the development, as assessed against Table 3.2, would be double the maximum units per hectare for a central location. In terms of rooms per hectare, the proposed residential density would be 2.22 times higher than the maximum for a central location. The proposed residential density is therefore substantially in excess of the maximum density indicated in Table 3.2. However, based upon a net site area of 0.4ha, a residential GIA of 5,470m<sup>2</sup> (69% of the total floorspace) and a non-residential GIA of 2,461.9m<sup>2</sup> (31% of the total floorspace) the residential site area for density calculation purposes would be 0.286 ha. On this basis, the proposed residential density would be 239 units per hectare (627 habitable rooms per hectare), which would be within the parameters set out within Table 3.2.

11.209 It can be acknowledged that, by reason of the site's central London location, it has excellent access to local amenities and services. Furthermore, the proposals comprise a nursery and a school, including a sports hall to be made accessible to the local community

outside of school hours (secured through a Community Use Agreement) and therefore has excellent access to local amenities.

- 11.210 It is acknowledged that very high density development is a characteristic of the locality, with the 43 and 44 storey Barbican residential towers located nearby to the south. It is also acknowledged that the quality of the residential accommodation is very good, as set out in the Quality of Residential Accommodation section of this report.
- 11.211 The building has been designed to maximise the efficiency of both the building fabric and the building services, reducing the overall energy consumption associated carbon dioxide (CO<sub>2</sub>) emissions and the building has had connection to Bunhill Heat Network futureproofed. The environmental quality of the building is therefore of a very good standard.
- 11.212 The proposal would deliver public realm improvements to the Basterfield Service Road and on Baltic Street West and Golden Lane including a scheme of hard and soft landscaping and new lighting. There would be considerable public realm improvements through pavement widening, quality active ground floor uses, street tree planting to deliver place making improvements.
- 11.213 The proposed social housing is supported by the housing departments of both authorities and officers. Given the significant need for social rented accommodation and given that in this part of the borough shared ownership units are unaffordable, this mix is strongly supported.
- 11.214 The GLA's population yield calculator gives rise to a requirement for 430m<sup>2</sup> dedicated children's play space. The proposal includes provision for the MUGA to be available for use by occupants of the residential block outside of school hours and during school holidays (420sqm). Mobile play equipment suitable for under 5s would be provided for use within the MUGA and stored in the residential basement when not in use. The applicant has agreed to make a financial contribution of £134,676 towards improving playspace in the locality. These proposals go a significant way towards meeting the requirement to provide on-site play space and it is acknowledged that this provision is often not met by developments in Islington due to the constraints of available land. This is particularly welcomed.
- 11.215 Draft Delivery and Servicing Plans demonstrate that there is no or very little adverse impact upon the local transport network or residential units, subject to enhanced travel plans and secured Delivery and Servicing Plan. Compliant cycle parking is proposed.
- 11.216 The GLA Stage 1 response advised that: *'The net residential density for the proposed development is 579 habitable rooms/239 units per hectare, which, given the residential quality and overall design as set out later in this report, is acceptable in accordance with London Plan Policy 3.4.'*
- 11.217 The City of London (Chief Officer response) raises no objection to the proposals by virtue of density.

#### Residential Density - Conclusion

11.218 The proposed residential density would be substantially in excess of the maximums indicated within Table 3.2 of the London Plan, however it is clearly advised not to apply those mechanistically. Regard has been had to the guidance within the Mayor's Housing SPG on assessing proposals which exceed these parameters and the mixed use calculations for assessing density by plot ratio. The assessment above shows that a significant number of the design criteria are met. Whilst the height, scale and massing would result in harm in townscape and heritage terms the detailed design is considered to be of high quality with conditions recommended to secure further enhancements. Whilst the site is not located within a Town Centre, it is located within the Central Activities Zone in an extremely accessible location. In this regard the proposed density is considered to be acceptable due to very high quality residential units, creative play space provision and contributions and community use of the school facilities.

### **Accessibility**

- 11.219 London Plan Policy 7.2 states that development should achieve the highest standards of accessible and inclusive design, ensuring that developments can be used safely, easily and with dignity by all regardless of disability, age gender ethnicity or economic circumstances.
- 11.220 London Plan Policy 3.8 states there should be genuine housing choice which meets requirements for different sizes and types of dwellings in the highest quality environments. These requirements are reinforced by Islington Core Strategy CS12 and the Accessible Housing SPD.
- 11.221 Development Management Policy DM2.2 requires all new developments to demonstrate inclusive design whilst Policy DM3.4 provides housing standards for all types of residential developments. The Council's Inclusive Design SPD sets out guidelines for the appropriate design and layout of dwellings, including wheelchair accessible units.
- 11.222 The National Standard for Housing Design is enshrined as an enhancement of Part M of the Building Regulations which will be enforced by Building Control or an Approved Inspector. The new National Standard is broken down into 3 categories: Category 1 (Visitable Dwellings), Category 2 (Accessible and Adaptable Dwellings, similar to Lifetime Homes) and Category 3 (Wheelchair Accessible dwellings, similar to Islington's present wheelchair accessible housing standard).
- 11.223 London Plan Policy 3.8 (Housing Choice) to require that 90% of new housing be built to Category 2 and 10% to Category 3. A total of 7 of the units (10%) are wheelchair accessible (meeting Approved Document Part M, Category 3. The remaining apartments are designed to Approved Document Part M, Category 2 – Accessible and Adaptable.
- 11.224 With regard to external space, open space and landscaping should comply with the principles of inclusive design, with particular consideration for surfaces and seating. All areas should have step-free access and access to amenity facilities such as the bin store will also need to be fully accessible.
- 11.225 The applicants have provided satisfactory responses to address various technical matters regarding accessibility, including in relation to emergency evacuation and the specification of the wheelchair units.

11.226 The Council's Accessibility Officer has raised no specific objections to the proposals for either the school or the residential elements and it is considered that outstanding accessibility matters, including fire escape strategies for the school and residential/commercial developments, can be satisfactorily addressed through conditions.

### **Landscaping, Trees and Ecology**

11.227 London Plan Policy 7.21 states that existing trees of value should be retained and any loss as the result of development should be replaced following the principle of 'right place, right tree'. Wherever appropriate, the planting of additional trees should be included in new developments, particularly large-canopied species.

11.228 Islington's Core Strategy identifies the importance of trees and open spaces in the borough with Policy CS15 "protecting all existing local open spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens".

11.229 Moreover, Policy DM6.5 maintains that new developments must protect, contribute to and enhance the landscape, biodiversity value and growing conditions of a development site and surrounding area, including protecting connectivity between habitats. Developments are required to maximise the provision of soft landscaping, including trees, shrubs and other vegetation, and maximise biodiversity benefits, including through the incorporation of wildlife habitats that complement surrounding habitat and support the council's Biodiversity Action Plan.

11.230 Site Allocation BC34 identifies that the site is located within an area of deficiency in regard to access to nature. Accordingly, the proposed development seeks to enhance biodiversity on the site.

11.231 The City of London has policies DM10.2 and 19.2 relating to encouraging the maximisation of green (extensive) roofs and (19.2) the seek for developments to promote biodiversity and contribute to urban greening by incorporating: green roofs and walls, soft landscaping and trees; features for wildlife, such as nesting boxes and beehives; a planting mix which encourages biodiversity; planting which will be resilient to a range of climate conditions; maintenance of habitats within Sites of Importance for Nature Conservation.

11.232 **Ecology:** A Preliminary Ecology Appraisal Report has been submitted as part of the application, which provides details of a desktop study and site survey. The report concludes that the trees and vegetation in the unmanaged planted beds along the western boundary provide suitable habitat for nesting birds, however this is limited and it is unlikely that nesting birds would utilise the site in great numbers. Following the initial assessment, the site was not considered to provide a suitable habitat for roosting bats, or any other protected species and further surveys are not considered to be necessary.

11.233 In order to avoid any potential impacts on breeding birds any vegetation clearance, particularly within the planted beds along the western site boundary, clearance should be carried out outside of the main bird nesting season which runs from March to August inclusive. If any nests are found during the works, all activities in the vicinity of the nest must cease and the nests should be protected until such time as the young have fledged and left the nest. If any nesting birds are found at any time during clearance works, work

should stop immediately and an ecologist consulted. This should be secured by condition and an update habitat survey is undertaken if more than 12 months lapse between the survey and the point at which any development decisions have been made at the site.

- 11.234 Bird boxes, log piles and a bug hotel are a feature of the school playground, which would support the site's ecology, and would be secured as part of the landscape conditions.
- 11.235 Existing Trees: The application is accompanied by an Arboricultural Impact Assessment which identifies that 5 category C trees located adjacent to the allotments to the west of the site will be affected by the proposed development along with a category C group of bundle planted birch at the Golden Lane entrance to the site and 2 areas of category C scrub/climbing plants. The Assessment identifies that the only trees of any visual significance comprise a group of 3 birch in a raised planting bed along the western boundary of the site adjacent to the allotments, and within the site curtilage. These trees have outgrown their small raised planting bed, and have inadequate soil volume to sustain either stability or long-term health.
- 11.236 It is proposed to remove all of the trees and scrub/climbing plants to facilitate the proposed development with the exception of one birch tree (T5) to the west of the site which will be retained in the existing raised planting bed which will be extended to provide a greater soil volume and ensure the longer term health of the tree. This tree will be protected by tree protection conditions.
- 11.237 Proposed Landscaping: The landscaping and biodiversity proposals include replacement tree planting to the western boundary, green walls on the school hall and sedum and wildflower roofs. The plan below indicates the proposed landscaping.

Landscaping Plan



1. Shared surface public realm featuring new paving, street furniture, bollards and flush kerbs.
2. Shade tolerant soft landscaping to nursery playground and provision of insect habitat stations.
3. Tree planting to upper level flexible play space.
4. Tree planting to lower level flexible play space.
5. Reception class outdoor play and teaching space with native hedge planting and timber picket fence to provide segregation from older pupil's play space.
6. 'Amphitheatre' with seating
7. Multi Use Games Area (MUGA)
8. Public realm improvements including tree planting to Golden Lane frontage and tree and hedge planting to Basterfield service road
9. Rooftop play area with food growing beds

11.238 The landscaping proposals include replacement and additional tree planting (a total of 20 new trees would be in place at the completion of the development) which would mitigate the loss of the existing trees on the site and deliver public realm improvements on Golden Lane. The landscaping and tree planting proposed along the Basterfield Service Road will result in a significant enhancement to the local area in visual amenity terms.

11.239 The Council's Tree Officer raises no objections to the proposal in terms of the trees and landscaping proposals subject to tree protection and landscaping conditions that secure a maintenance and replacement strategy for any trees that may fail within the first 5 years.

### **Neighbouring Amenity**

11.240 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. London Plan policy 7.6 identifies that buildings should not cause unacceptable harm to the amenity of in particular, residential buildings in respect of matters including privacy and overshadowing. Policy DM2.1 of the Development Management Policies Document 2013 identifies that satisfactory consideration shall be given to noise and the impact of disturbance, vibration, as well as overshadowing, overlooking, privacy, direct sunlight and daylight receipt, over-dominance, sense of enclosure and outlook.

11.241 It should be noted that the City of London's Local Plan (January 2015) has three policies that refer to residential amenity including daylight and sunlight matters:

*Policy CS10: "To promote a high standard of design and sustainable buildings, streets and spaces, having regard to their surroundings and the historic and local character of the City and creating an inclusive and attractive environment, by: 1. Ensuring that the bulk, height, scale, massing, quality of materials and detailed design of buildings are appropriate to the character of the City and the setting and amenities of surrounding buildings and spaces."*

*Policy DM 10.7 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." and "2. The design of new developments should allow for the lighting needs of intended occupiers and provide acceptable levels of daylight and sunlight."*

*Policy DM 21.3 Residential environment: "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."*

- 11.242 Daylight and Sunlight: In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 11.243 BRE Guidelines paragraph 1.1 states: “*People expect good natural lighting in their homes and in a wide range of non-habitable buildings. Daylight makes an interior look more attractive and interesting as well as providing light to work or read by*”. Paragraph 1.6 states: “*The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design...In special circumstances the developer or local planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings*”.
- 11.244 Daylight: the BRE Guidelines stipulate that... “the diffuse daylighting of the existing building may be adversely affected if either:
- the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value*
- the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value.” (No Sky Line / Daylight Distribution).*
- 11.245 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value achievable is almost 40% for a completely unobstructed vertical wall. This is important to note particularly given the (in some cases) very high levels of existing VSC currently held by surrounding properties due to the very low scale school buildings currently on this site.
- 11.246 At paragraph 2.2.7 of the BRE Guidelines it states: “*If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.*”
- 11.247 At paragraph 2.2.8 the BRE Guidelines state: “*Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside*”.
- 11.248 Paragraph 2.2.11 states: *Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a*

*modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.”* The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.

11.249 The BRE Guidelines at its Appendix F gives provisions to set alternative target values for access to skylight and sunlight. It sets out that the numerical targets widely given are purely advisory and different targets may be used based on the special requirements of the proposed development or its location. An example given is *“in a mews development within a historic city centre where a typical obstruction angle from ground floor window level might be close to 40 degree. This would correspond to a VSC of 18% which could be used as a target value for development in that street if new development is to match the existing layout”*

11.250 Paragraph 1.3.45-46 of the Mayor of London’s Housing SPD states that:

*‘Policy 7.6Bd requires new development to avoid causing ‘unacceptable harm’ to the amenity of surrounding land and buildings, particularly in relation to privacy and overshadowing and where tall buildings are proposed. An appropriate degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.*

*The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm.’*

11.251 Sunlight: The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:

*“If a living room of an existing dwelling has a main window facing within 90degrees of due south, and any part of a new development subtends an angle of more than 25 degrees to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected. This will be the case if the centre of the window:*

- *Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and*
- *Receives less than 0.8 times its former sunlight hours during either period and*
- *Has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.”*

11.252 The BRE Guidelines state at paragraph 3.16 in relation to orientation: *“A south-facing window will, receive most sunlight, while a north-facing one will only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows*

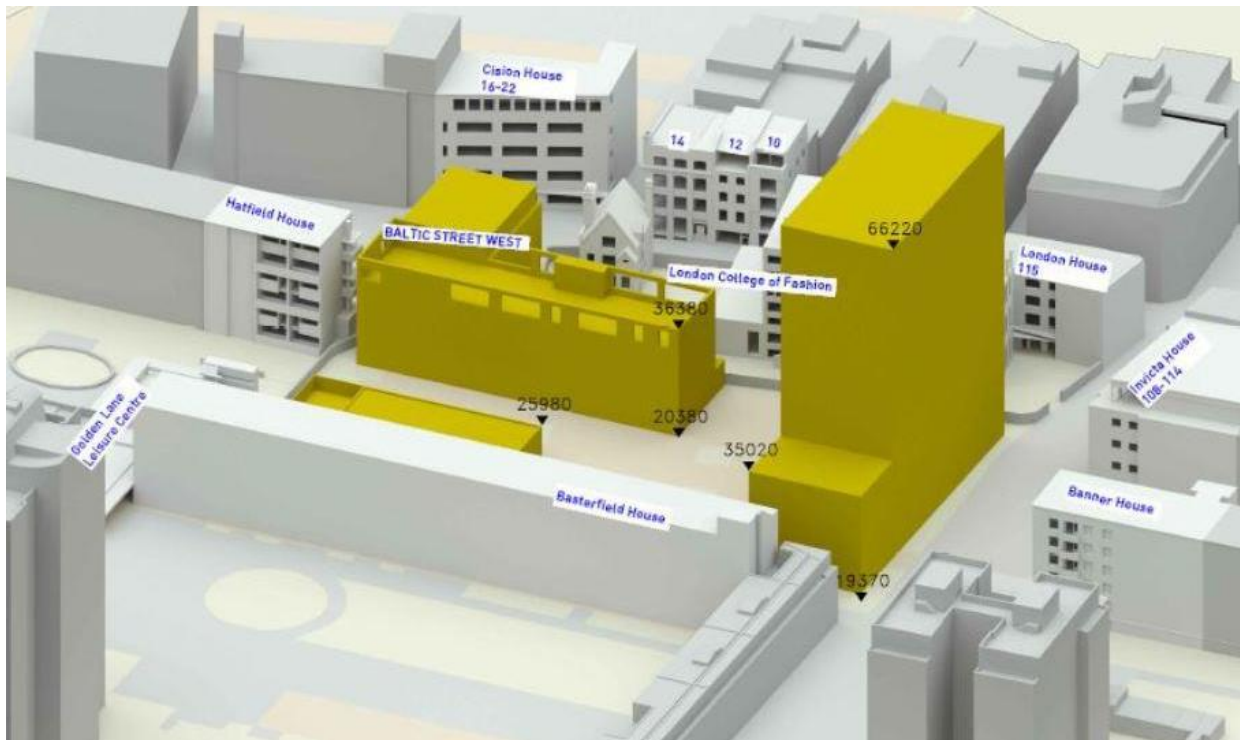


*will receive sunlight only at certain times of the day. A dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit.”*

- 11.253 They go on to state (paragraph 3.2.3): “... *it is suggested that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun.*”
- 11.254 Open spaces: The Guidelines state that it is good practice to check the sunlighting of open spaces where it will be required and would normally include: ‘*gardens to existing buildings (usually the back garden of a house), parks and playing fields and children’s playgrounds, outdoor swimming pools and paddling pools, sitting out areas such as those between non-domestic buildings and in public squares, focal points for views such as a group of monuments or fountains*’.
- 11.255 At paragraph 3.3.17 it states: “*It is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21 March.*”
- 11.256 The applicant tested the properties identified in the table below with respect of daylight and sunlight impacts within their consultant Anstey Horne: Daylight and Sunlight reports (dated July and October 2017). It should be noted that those not referenced as BRE compliant are discussed in greater detail below.

<b>Property name</b>	<b>Daylight Test</b>	<b>Sunlight Test</b>
Banner House, Peabody Estate (LBI)	Yes	Yes – fully BRE compliant
Basterfield House, Golden Lane Estate	Yes	No – affected rooms face north therefore no testing required
Hatfield House, Golden Lane Estate	Yes	Yes – south facing rooms fully BRE compliant
Golden Lane Leisure Centre Community Room	Yes	No
12 Baltic Street East	Yes – BRE Compliant	Yes – BRE Compliant
10 Baltic Street East	Yes – BRE compliant	Yes – BRE compliant
London College of Fashion, Golden Lane	Yes	Yes
London College of Fashion School House	Yes	Yes

Image showing the 3D computer modelling programme (in 2D) used by the applicant's consultants to model the daylight and sunlight impacts to nearby properties.



- 11.257 Within the tables set out below, those windows or rooms that experience a loss greater than 20% (BRE guidance level threshold) of either VSC or No Sky Line / Daylight Distribution are provided in **bold** text.
- 11.258 **Banner House**, Golden Lane (Peabody Estate) is a residential building owned by the Peabody Trust situated on the eastern side of Golden Lane. It is located within the London Borough of Islington. The rooms behind the two columns of windows in the west-facing flank elevation were tested and the applicant has assumed those windows to serve one single-aspect bedroom and one dual aspect bedroom per dwelling. As stipulated within the BRE Guidelines themselves, all habitable rooms should be tested for daylight purposes, however it notes that bedrooms have a lesser requirement than living rooms for both daylight (in particular the no skyline test) and sunlight.

11.259 The daylight tests results for Banner House are set out in the table below with those results identified in bold where there is a loss of daylight in excess of the BRE Guidelines:

Flat No.	Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)			
			Existing (%)	Proposed (%)	Percentage reduction in VSC	Whole room m <sup>2</sup>	Previous m <sup>2</sup>	Proposed m <sup>2</sup>	Percentage reduction in Daylight Distribution
<b>Banner House Peabody Estate</b>									
127	Gnd Floor R1 / W1	Bedroom	31.97	16.53	<b>48</b>	12.10	11.82	8.08	<b>32</b>
	Gnd Floor R2 / W2	Bedroom	31.81	17.26	<b>46</b>	13.35	13.13	12.08	8
135	1st Floor R1 / W1	Bedroom	33.63	18.38	<b>45</b>	11.74	11.44	8.66	<b>24</b>
	1st Floor R2 / W2	Bedroom	33.45	19.13	<b>43</b>	13.00	12.78	12.65	1
143	2nd Floor R1 / W1	Bedroom	34.82	20.08	<b>42</b>	11.74	11.44	9.58	16
	2nd Floor R2 / W2	Bedroom	34.66	20.87	<b>40</b>	12.99	12.77	12.73	0
151	3rd Floor R1 / W1	Bedroom	35.80	21.69	<b>39</b>	11.74	11.44	9.62	16
	3rd Floor R2 / W2	Bedroom	35.68	22.54	<b>37</b>	12.99	12.78	12.73	0
159	4th Floor R1 / W1	Bedroom	36.59	23.20	<b>37</b>	11.74	11.44	9.63	16
	4th Floor R2 / W2	Bedroom	36.49	24.08	<b>34</b>	12.99	12.78	12.73	0
167	5th Floor R1 / W1	Bedroom	37.17	24.54	<b>34</b>	11.74	11.44	9.66	16
	5th Floor R2 / W2	Bedroom	37.11	25.47	<b>31</b>	12.99	12.79	12.74	0

11.260 VSC to all 12 windows in the flank wall will reduce by between 31% and 48% of their former value, half or 6 of those windows would experience losses of between 40% and 48%. As expected, the ground floor windows would experience the greatest loss, with window W1 (bedroom R1) changing from a VSC of 31.97% to 16.53%, which is a retained VSC level of very similar value to the worst affected Basterfield House first floor bedroom window. Again, the existing VSC levels to these windows are very high for an urban location such as this with 31.97% and 31.81% respectively for the ground floor bedroom windows. This is extremely high and whilst the degree of losses will be very noticeable the resulting levels would not be so dissimilar to other properties in this type of City fringe location. The degree of percentage change is partly as a result of the under developed nature of the school site at present for such a centrally located city fringe site.

- 11.261 As discussed in the section below a retained VSC level of 16.53% is not considered to be a level dissimilar to other central London locations. Whilst this bedroom would also experience a loss of 32% of its daylight distribution, it is noted that under BRE the daylight distribution within a room is of lesser importance for bedrooms and the retained daylight within that room would still reach over two thirds of the room's area. Whilst the changes would be noticeable, the resulting daylight levels would not be so dissimilar to other central London properties so as to be wholly unacceptable for this context. An example given is the recently considered scheme for Finsbury Tower to illustrate previous considerations given to daylight in such dense urban locations as this city fringe position.
- 11.262 It should be noted that 10 of the 12 rooms tested meet the BRE targets for daylight distribution. The corner room on each floor, which is likely to be the main bedroom, is dual aspect, and all retain very good daylight distribution. The daylight distribution results show that a single aspect bedroom (R1) at ground and first floor level will reduce by 32% and 24% respectively, with BRE adherence on the floors above. As noted in the BRE introductions, bedrooms should still be tested for this daylight measure but the guidance notes that there is a lesser requirement for such working plane daylight within bedrooms and this should therefore be noted as a mitigating factor in terms of the percentage working plane area lit within these rooms.
- 11.263 Sunlight: Banner House is fully compliant in relation to sunlight receipt to all windows, with all windows retaining greater than 25% annual probable sunlight hours and greater than 5% of annual probable sunlight hours during winter months (21 September to 21 March).
- 11.264 **Basterfield House** is part of the Golden Lane Estate and runs parallel to the application sites southern boundary. It comprises dual aspect two storey maisonettes with kitchens on the lower level, and bathrooms and bedrooms on the upper level. The kitchens and bathrooms are recessed from the façade such that their view of sky is limited by the projecting balconies above and projecting bays to either side. The building itself therefore poses a large obstruction to its own light due to its own design. When looking at the daylight (VSC) results for this building, this impact is illustrated by the fact that often a significant failure for the kitchen (due to its recessed positioning) is starkly contrasted on two accounts when compared to the bedroom windows which aren't recessed but sit flush on the elevation. Those reasons include that the kitchens currently receive a very limited amount of daylight to the window face, therefore any change is therefore shown (in percentage terms) as a significant proportion or loss. Comparing this to the bedroom windows, they (on the whole) receive very high levels of daylight to the window due to the low heights of the existing school buildings on the site. The losses in some cases are high, but in many cases the resultant actual levels of VSC retained could be considered to be similar to that of nearby properties, given the urban location of the site.

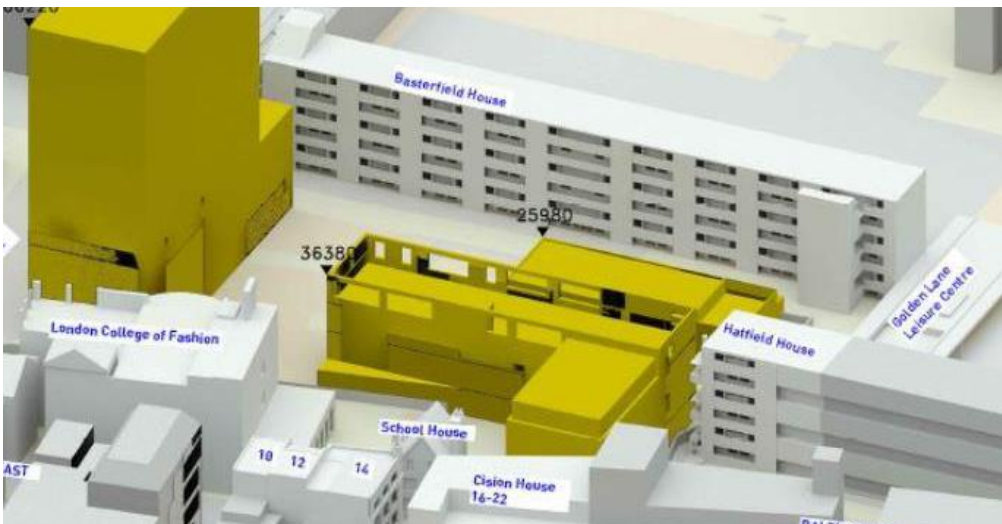


Bathroom windows are located here and do not require testing

Bedrooms are located behind these respective windows – these bedrooms belong to different maisonettes. These windows solely serve each respective bedroom (i.e. there is no overhang).

Kitchen windows are located here, recessed beneath the overhang – one window per kitchen per maisonette.

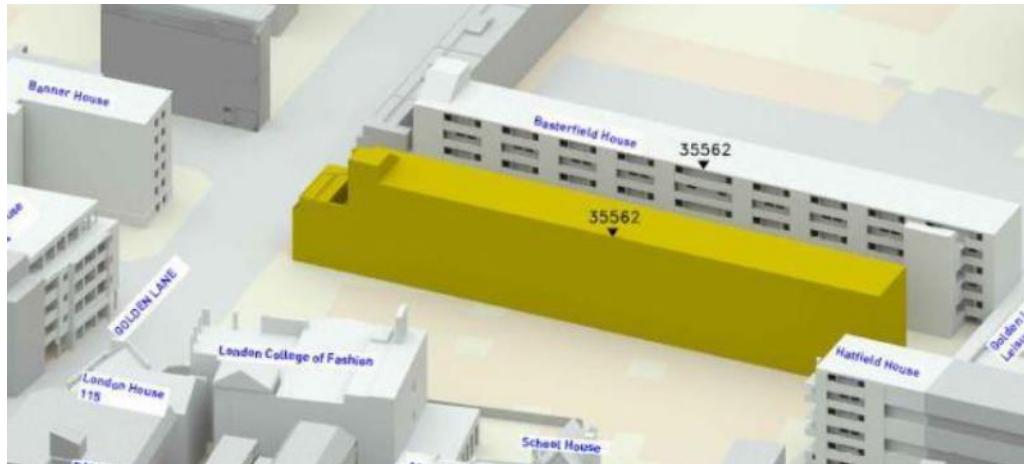
The living rooms, which are considered to be the most important rooms (as



stipulated within the BRE Guidelines) are located on the opposite elevation from the application site (facing south) and are therefore unaffected by the development, along with two more bedrooms. The image below shows the massing of the proposal with Basterfield House in the background.

11.266 The applicant’s Daylight and Sunlight consultants carried out a mirror massing exercise for Basterfield House which is an accepted ‘alternative target setting’ approach within the BRE Guide. However, given the listed status of the Golden Lane Estate, and as the separation distances between the blocks would be less than 18m it is not considered that a mirror

massing exercise in this instance is appropriate to give weight to. That form of development is likely to be considered harmful to the special architectural significance of the Grade II Listed Golden Lane Estate by failing to respect the historic and careful site layout planning that characterises the estate and would unacceptably impact on residential amenity by way of unacceptable overlooking. That mirror image is shown below:



- 11.267 The daylight results for Basterfield House are set out in the table below with those figures provided in **bold** identifying a loss in excess of the BRE Guideline of 20%. As stipulated above, the affected rooms are kitchens and bedrooms. Bedrooms are identified as being less important (specifically for Daylight Distribution / No Sky Line purposes) and it is also accepted that if those areas of affected rooms still retain their main area of working surface “working plane” within daylight areas, then the impacts or loss will be less felt.
- 11.268 Paragraph 2.2.11 of the BRE Guidelines states: *Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.*” The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it is the development or the balcony itself causing the most significant impact. In this regard the kitchens all suffer from this scenario both from an overhang and also from projecting side elements (as anticipated by the BRE). However, no testing with balconies removed was undertaken by the applicant to compare against. However, the results of the bedrooms tested (for VSC) can give an indication of the relative impact the overhangs have, bearing in mind that the very low existing levels of VSC for the kitchens mean losses have a significant percentage change.
- 11.269 Looking at the table below, as noted previously all flats are dual aspect maisonettes (located over two floors). The living rooms face southwards away from the application site and are therefore not tested for daylight impacts as the proposal would not obstruct daylight or impact on them. In this regard, the most important room in these units maintains existing daylight and sunlight levels.
- 11.270 In terms of bedroom windows, there are 15 bedroom windows that would experience losses in excess of BRE guidelines for VSC ranging between 21% and 51% losses. These relate to 15 individual flats that are all dual aspect and over two levels. Of those 15 windows, 2 windows experience losses of 51% and 43% respectively (flats 01 and 20), 6 windows experience losses of between 31% and 39% and 7 windows experience losses

between 21% and 28%. The actual levels of retained VSC to these bedroom windows differ from:

- 8.68% (Flat 17 which is reduced by 21% from the former VSC value and is obstructed by the structure in front of this window which is an integral part of the building itself)
- 16.42% (Flat 01 experiencing a 51% reduction)
- 20.33% (Flat 20 experiencing a 43% reduction)
- 26.68% (Flat 24 which almost retains the 27% target of the BRE Guide but experiences a loss of 26% from the original very high level.

11.271 In terms of kitchen windows there are 42 windows that fail the VSC test ranging between 23% and 65% losses. These all relate to individual flats as set out in the table below. Of these 42 windows that fail 4 kitchen windows experience losses of between 60% and 65% (flats 01, 12, 17 and 20), 9 windows experience losses between 51% and 59% (flats 02, 08, 11, 13, 14, 15, 16, 21 and 40), 12 windows experience losses between 41% and 50%, 8 windows experience losses between 31% and 40% and 9 windows experience losses between 21% and 30%.

11.272 Looking at the worst affected flat (Flat 01) in relation to VSC to the bedroom window, it is located over the ground and first floors with ground floor kitchen (R2) and first floor bedroom (R1). The bedroom window (W1) is flush and has a VSC of 33.76% (noting that the most VSC a window could possibly achieve is 40%). In this regard this is an extremely high level of daylight received by this window. Compare this to the kitchen (R2) window (W2) at ground floor level and whilst this window would receive less daylight as it is located at a lower level, due to the significant obstruction from its own building design its existing VSC by comparison is 6.19%. This can be compared to the maisonette at the floors above, where Flat 20 second floor kitchen (R2) window (W2) has an existing VSC of 9.97% (changing to 3.70% being a 63% reduction) compared to the VSC of the bedroom (R1) window (W1) at third floor of 35.96% (altered to 20.33% or a 43% reduction). These results do demonstrate that the inherent building design is causing significant restriction to existing VSC with respect of the kitchens.

11.273 Whilst flat 01 would experience a reduction of VSC to the kitchen window of 60% (a change from 6.19% to 2.28%) and the bedroom window would experience a loss of VSC of 51% (a change from 33.76% to 16.42% of actual VSC). Whilst these changes are considerable and will be extremely noticeable and cause harm it should be noted that the retained level of VSC to the bedroom would still remain comparable to central London locations after the development being in place at 16.42%. Whilst the percentage loss to the kitchen is significant, as quoted above from the BRE Guidance this is clearly significantly influenced by the design of the building itself (exacerbated by some 9%). In terms of daylight distribution, both rooms would retain complying levels of daylight within the respective rooms.

11.274 It should be noted that these two flats (01 and 20) would not experience a loss of daylight distribution beyond the BRE guidance. Given these considerations and as the living room (and 2 additional bedrooms) would maintain existing daylight levels these impacts are in this instance not considered to result in significant or unacceptable impacts to the overall residential amenity of these flats as a whole. Having regard to the considerations above, it is considered that whilst the losses of VSC will be noticeable they would not be significantly at odds with properties within central London locations such as this and the kitchen losses are largely as a result of the inherent building design. The retention of

existing daylight levels to the living rooms is a particularly important consideration and maintains overall an acceptable amenity level for each of these flats.

- 11.275 Flats 02, 04, 06, 21 and 23 would experience losses of both VSC and daylight distribution in excess of BRE Guidelines to both the bedroom and kitchens. Flats 08, 10 and 27 would experience losses in excess of BRE guidelines of both VSC and daylight distribution to the kitchens only (it should be noted that the bedroom to flat 10 would retain more than 27% VSC after the development which exceeds the BRE Guidelines). Flat 41 would experience losses in excess of BRE for both tests just in relation to the bedroom. It should be noted that the kitchens are small (less than 5sqm) and would not be considered as 'habitable' (having regard to paragraph 1.3.19 of the Mayor of London's Housing SPG).
- 11.276 As discussed above, the retained VSC levels for the bedrooms (Flats 02, 04, 06, 08 and 10) would be 20.63%, 22.64%, 24.60% and 26.17%, 26.40%. As discussed above, these retained levels are very good for an urban location and whilst they may be reduced by more than 20% that is reflective of the very low scale of buildings on the application site. Whilst the change will be noticeable, having regard to the urban location of the site these VSC levels are not considered to be unacceptable for the site's location. Whilst these bedrooms would experience daylight distribution losses of 40%, 29%, and 27% and the change would be noticeable, given the starting point was light reaching the working plane within almost the entire extent of these rooms, the retained light within the room would remain at least 60% and as bedrooms have a lesser requirement for light (in particular in relation to this test – as stipulated by the BRE Guidelines) in these instances the impacts are considered to be acceptable, owing to the dual aspect, split level nature of the units and given the south facing unaffected living rooms.
- 11.277 Moving to the kitchens losses of daylight distribution of 41%, 40%, 34%, 28% and 21% would be experienced by flats 02, 04, 06, 08 and 10. As quoted from the BRE Guidelines above, the existing obstructions of the building themselves cause an increase in sensitivity to DD changes. All kitchens but flat 02 would retain direct skylight to the working plane of more than 50% of the kitchen area and given its small size, non-habitable room status and the mitigating factors outlined above, these losses (particularly 41%, 40% and 34%) whilst noticeable would not cause such harm to the amenity of the flat overall such as to warrant refusal of this application.



Flat No.	Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)			
			Existing (%)	Proposed (%)	Percentage reduction in VSC	Whole room m <sup>2</sup>	Previous m <sup>2</sup>	Proposed m <sup>2</sup>	Percentage reduction in Daylight Distribution
<b>Basterfield House, Golden Lane Estate</b>									
01	1st Floor R1 / W1	Bedroom	33.76	16.42	<b>51</b>	9.56	9.33	5.64	17
	Gnd Floor R2 / W2	Kitchen	6.19	2.48	<b>60</b>	4.82	4.10	3.98	3
02	Gnd Floor R3 / W3	Kitchen	6.24	3.08	<b>51</b>	4.82	3.95	2.33	<b>41</b>
	1st Floor R4 / W4	Bedroom	33.93	20.63	<b>39</b>	9.56	9.33	5.64	<b>40</b>
03	1st Floor R5 / W5	Bedroom	34.03	21.61	<b>36</b>	9.56	9.33	9.33	0
	Gnd Floor R6 / W6	Kitchen	6.68	3.50	<b>48</b>	4.82	4.09	4.09	0
04	Gnd Floor R7 / W7	Kitchen	6.73	3.50	<b>48</b>	4.82	4.04	2.43	<b>40</b>
	1st Floor R8 / W8	Bedroom	34.09	22.64	<b>34</b>	9.56	9.32	6.60	<b>29</b>
05	1st Floor R9 / W9	Bedroom	34.11	23.64	<b>31</b>	9.56	9.34	9.34	0
	Gnd Floor R10 / W10	Kitchen	7.20	3.76	<b>48</b>	4.82	4.08	4.08	0
06	Gnd Floor R11 / W11	Kitchen	7.45	3.71	<b>50</b>	4.82	4.08	2.71	<b>34</b>
	1st Floor R12 / W12	Bedroom	34.15	24.60	<b>28</b>	9.56	9.33	7.77	<b>27</b>
07	1st Floor R13 / W13	Bedroom	34.18	25.44	<b>26</b>	9.56	9.34	9.34	0
	Gnd Floor R14 / W14	Kitchen	7.69	3.86	<b>50</b>	4.82	4.09	4.08	0
08	Gnd Floor R15 / W15	Kitchen	7.81	3.76	<b>52</b>	4.82	4.10	2.94	<b>28</b>
	1st Floor R16 / W16	Bedroom	34.19	26.17	<b>23</b>	9.56	9.34	8.49	9
09	1st Floor R17 / W17	Bedroom	33.70	26.40	<b>22</b>	9.56	9.31	9.31	0
	Gnd Floor R18 / W18	Kitchen	9.84	5.35	<b>46</b>	4.82	4.29	4.29	0
10	1st Floor R20 / W20	Bedroom	33.55	27.20	NA	9.56	9.34	7.74	17
	Gnd Floor R20	Kitchen	9.84	4.97	<b>50</b>	4.82	4.29	3.41	<b>21</b>
11	Gnd Floor R23 / W28	Kitchen	7.30	3.00	<b>59</b>	4.82	4.09	4.09	0
	1 <sup>st</sup> Floor R21 / W21	Bedroom	33.70	27.84	NA	9.56	9.32	9.32	0

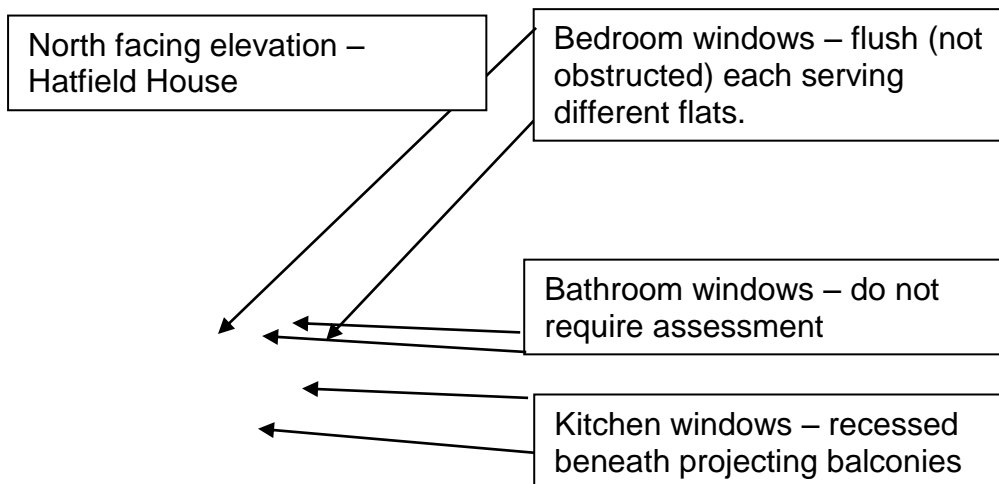
12	Gnd Floor R24 / W29	Kitchen	7.27	2.90	<b>60</b>	4.82	4.10	3.52	14
	1 <sup>st</sup> Floor R24 / W24	Bedroom	33.52	28.10	NA	9.56	9.32	9.21	2
13	Gnd Floor R27 / W32	Kitchen	6.82	2.99	<b>56</b>	4.82	4.04	4.04	0
	1 <sup>st</sup> Floor R25 / W25	Bedroom	33.05	28.07	NA	9.56	9.24	9.24	0
14	Gnd Floor R28 / W33	Kitchen	6.74	2.94	<b>56</b>	4.82	4.10	3.65	11
	1 <sup>st</sup> Floor R28 / W28	Bedroom	32.37	27.82	NA				
15	Gnd Floor R31 / W36	Kitchen	5.82	2.75	<b>53</b>	4.82	3.61	3.61	0
	1 <sup>st</sup> Floor R29 / W29	Bedroom	30.48	26.36	14				
16	Gnd Floor R32 / W37	Kitchen	5.70	2.55	<b>55</b>	4.82	4.10	3.77	8
	1 <sup>st</sup> Floor R32 / W32	Bedroom	25.10	21.40	15				
17	Gnd Floor R35 / W40	Kitchen	0.82	0.29	<b>65</b>	4.82	0.93	0.90	3
	1 <sup>st</sup> Floor R33 / W33	Bedroom	8.48	6.70	<b>21</b>	9.56	1.47	1.47	0
20	2nd Floor R2 / W2	Kitchen	9.97	3.70	<b>63</b>	4.82	3.87	3.75	3
	3rd Floor R1 / W1	Bedroom	35.96	20.33	<b>43</b>	9.56	9.34	8.03	14
21	2nd Floor R3 / W3	Kitchen	9.85	4.45	<b>55</b>	4.82	3.88	2.84	<b>27</b>
	3rd Floor R4 / W4	Bedroom	36.04	23.73	<b>34</b>	9.56	9.33	6.80	<b>27</b>
22	2nd Floor R6 / W6	Kitchen	9.98	5.24	<b>47</b>	4.82	3.90	3.90	0
	3rd Floor R5 / W5	Bedroom	36.07	24.60	<b>32</b>	9.56	9.33	9.33	0
23	2nd Floor R7 / W7	Kitchen	9.86	5.22	<b>48</b>	4.82	3.88	2.28	<b>41</b>
	3rd Floor R8 / W8	Bedroom	36.07	25.60	<b>29</b>	9.56	9.32	7.05	<b>24</b>
24	2nd Floor R10 / W10	Kitchen	9.90	5.91	<b>40</b>	4.82	3.86	3.86	0
	3rd Floor R9 / W9	Bedroom	36.06	26.68	<b>26</b>	9.56	9.34	9.34	0
25	2nd Floor R11 / W11	Kitchen	9.95	5.86	<b>41</b>	4.82	3.86	3.86	0
	3 <sup>rd</sup> Floor R12 / W12	Bedroom	36.07	27.74	NA	9.56	9.33	7.84	16
26	2nd Floor R14 / W14	Kitchen	9.93	6.41	<b>35</b>	4.82	3.90	3.90	0
27	2nd Floor R15 / W15	Kitchen	10.00	6.32	<b>37</b>	4.82	3.88	2.85	<b>27</b>
28	2nd Floor R18 / W18	Kitchen	8.68	5.84	<b>33</b>	4.82	3.73	3.73	0
29	2nd Floor R19 / W19	Kitchen	8.62	5.75	<b>33</b>	4.82	3.73	3.00	20
30	2nd Floor R22 / W22	Kitchen	9.52	6.76	<b>27</b>	4.82	3.90	3.90	0
31	2nd Floor R23 /	Kitchen	9.52	6.82	<b>28</b>	4.82	3.88	3.38	13

	W23								
32	2nd Floor R26 / W26	Kitchen	9.24	7.00	<b>26</b>	4.82	3.88	3.88	0
33	2nd Floor R27 / W27	Kitchen	9.26	6.88	<b>26</b>	4.82	3.88	3.53	9
34	2nd Floor R30 / W30	Kitchen	8.31	6.41	<b>23</b>	4.82	3.52	3.52	0
35	2nd Floor R31 / W31	Kitchen	7.99	5.98	<b>25</b>	4.82	3.88	3.61	7
36	2nd Floor R34 / W34	Kitchen	1.15	0.73	<b>36</b>	4.82	1.59	1.59	0
40	4th Floor R2 / W2	Kitchen	11.63	5.61	<b>52</b>	4.82	3.87	3.86	0
	5th Floor R1 / W1	Bedroom	37.19	24.74	<b>33</b>	9.56	9.31	8.60	8
41	4th Floor R3 / W3	Kitchen	11.56	6.20	<b>46</b>	4.82	3.88	3.86	1
	5th Floor R4 / W4	Bedroom	37.20	26.14	<b>30</b>	9.56	9.31	6.98	<b>25</b>
42	4th Floor R6 / W6	Kitchen	11.59	6.86	<b>41</b>	4.82	3.90	3.90	0
	5th Floor R5 / W5	Bedroom	37.20	26.78	<b>28</b>	9.56	9.31	9.31	0
43	4th Floor R7 / W7	Kitchen	11.58	6.90	<b>40</b>	4.82	3.88	3.56	8
44	4th Floor R10 / W10	Kitchen	11.52	7.76	<b>33</b>	4.82	3.89	3.89	0
45	4th Floor R11 / W11	Kitchen	11.55	7.82	<b>32</b>	4.82	3.88	3.35	14
46	4th Floor R14 / W14	Kitchen	11.53	8.67	<b>25</b>	4.82	3.90	3.90	0
47	4th Floor R15 / W15	Kitchen	11.56	8.61	<b>26</b>	4.82	3.88	3.26	16
56	4th Floor R34 / W34	Kitchen	1.48	1.13	<b>23</b>	4.82	1.69	1.69	0

11.278 An example of a recent planning application with similar or greater daylight impacts is the Finsbury Tower planning application (P2016/3939/FUL) proposals that were considered by the Islington Planning Committee on 27 April 2017 and secured a resolution to grant. The application proposed a development opposite a low rise site (although noting that was opposite a public highway). Dufferin Court was impacted in a similar manner to Basterfield House. For example, Flat 10 (Dufferin Court) is located on the ground floor and includes a kitchen and a living room/bedroom facing the application site. The kitchen would experience a 63% reduction in VSC whilst the living room/bedroom would experience a 66% reduction. The retained levels of VSC would be 7% for the kitchen and 6% for the living area. The kitchen would experience an 80% reduction in daylight distribution whilst the living area would experience an 88% reduction in daylight distribution. Flat 13 is located on the first floor and comprises five rooms, four of which are in habitable use (two bedrooms, a living room and a kitchen) and which are each served by one window. The two bedrooms will experience a 35% and a 41% reduction in VSC whilst the living room will experience a 59% reduction and the kitchen will experience a 57% reduction. The retained VSC would be 7.6% and 9.3% for the bedrooms, 8.2% for the living room and 9.1% for the kitchen.

11.279 **Hatfield House** is part of the Golden Lane Estate and is positioned to the west of the application site, closest to the proposed school building (which is to be close to the equivalent of 4 storeys in height once the rooftop play area and plant enclosure is taken into account). It is owned by the City of London. The building is a similar design to Basterfield House, comprising a series of two storey maisonettes, with additional single storey flats located at lower ground floor level. The maisonettes have their kitchens located on the north side of the building on their lower level, and bathrooms and bedrooms are above. As for Basterfield House, the kitchens are recessed from the façade such that their view of sky is limited by the projecting balconies above and projecting bays to either side. The building itself therefore poses a large obstruction to its own light due to its design as indicated below.

11.280 It is the positioning and the height of the school and nursery buildings that is impacting on these properties in terms of daylight and sunlight.





South facing elevation -  
Hatfield House

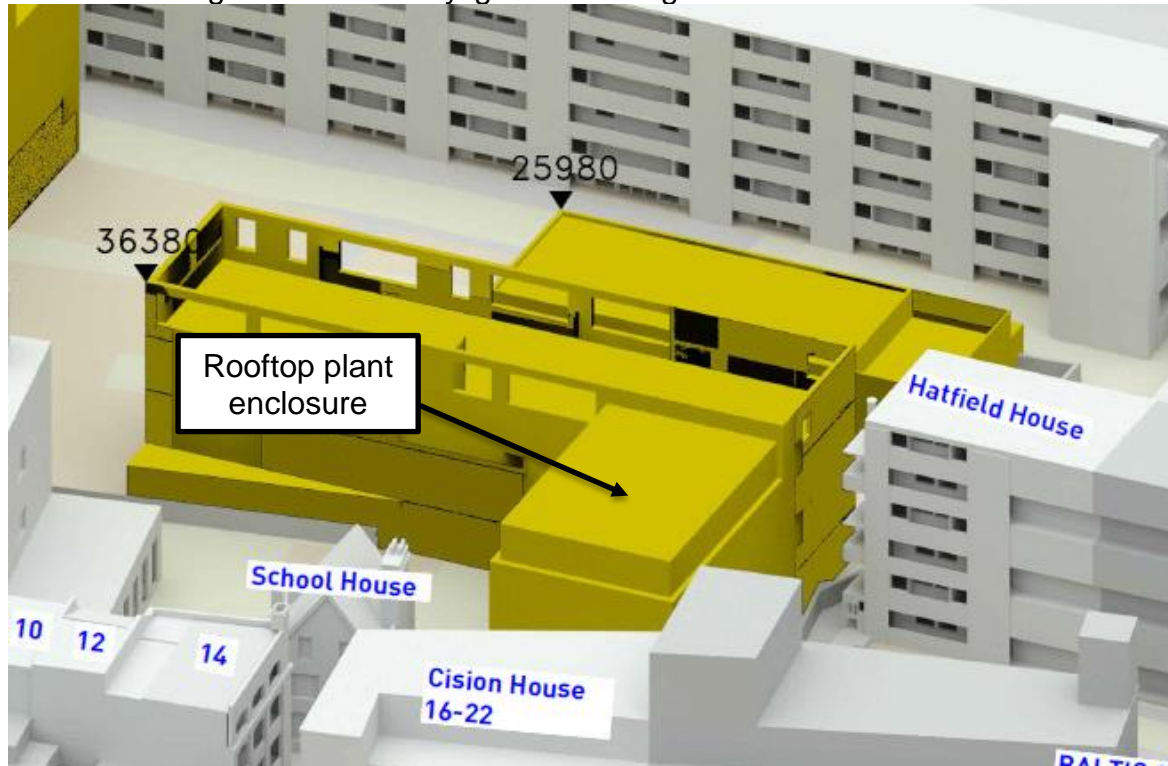


Flat No.	Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)			
			Existing (%)	Proposed (%)	Percentage reduction in VSC	Whole room m <sup>2</sup>	Previous m <sup>2</sup>	Proposed m <sup>2</sup>	Percentage reduction in Daylight Distribution
<b>Hatfield House</b>									
01	Basement R2 / W2	Bedroom?	0.06	0.03	<b>46</b>	5.45	0.25	0.00	<b>98</b>
	R6 / W5	LKD	21.77	21.77	0	22.96	20.89	20.89	0
	R6 / W6	LKD	11.10	11.08	0				
02	Basement R3 / W3	Bedroom?	0.05	0.02	<b>64</b>	5.45	1.11	0.13	<b>88</b>
	R5 / W7	LKD	12.11	12.13	0	22.96	22.40	22.40	0
	R5 / W8	LKD	24.8	24.69	0				

21	Gnd Floor R3 / W7	Kitchen	2.55	1.24	<b>51</b>	5.45	3.70	3.68	0
	1 <sup>st</sup> Floor R1 / W1	Bedroom	28.26	22.51	20	9.38	8.11	8.11	0
22	Gnd Floor R5 / W9	Kitchen	2.46	1.25	<b>49</b>	5.45	4.63	3.32	<b>28</b>
	1 <sup>st</sup> Floor R6/W6	Bedroom	27.94	24.57	12	9.38	8.62	8.44	2
41	2nd Floor R2 W2	Kitchen	6.51	4.63	<b>29</b>	5.45	5.03	5.03	0
42	2 <sup>nd</sup> Floor R4 W4	Kitchen	6.43	4.68	<b>27</b>	5.45	5.05	4.16	18

- 11.281 As shown in the table above, there are 6 windows that fail the VSC test within Hatfield House. Of those 6 windows, 4 serve kitchens and the losses range from 27% to 51% and two relate to (assumed) bedrooms both of which are located at basement level and experience losses of 46% and 64% respectively. The two (assumed) basement bedrooms experience such a tiny amount of light to the window because of their positioning that the tiny loss is shown as a significant percentage change, however in reality it is questionable if the change would in fact be noticeable within the room. These rooms would lose 98% and 88% of daylight within the room themselves as well which is significant. However given existing obstructions and the sensitivity to any change it is not considered that the proposed approximately 4 storey (equivalent) school building adjacent to this building is of such unacceptable siting or massing in relation to these windows that these impacts would warrant a refusal of the application. Whilst this is a regrettable outcome and the impacts may be noticeable it is considered that the basement location of these windows and rooms is causing significant sensitivity to change. Additionally, those flats have a combined living/kitchen/dining room that are unaffected in terms of both VSC and daylight distribution due to the southerly aspect of those rooms and this is a significant mitigating factor when considering the overall harm to these flats.
- 11.282 The 4 kitchen windows that are affected, serve small (5.5sqm rooms) behind which would not be classed as habitable. Whilst the VSC losses range from 27% to 51% the design is similar to that of Basterfield House with the windows set beneath projecting balconies and partially obscured by projecting side elements. The existing VSC levels to these windows are low 2.55% to 6.51% and the obstructions by the building itself is exacerbating the VSC losses. As you move up the elevation the kitchen window VSC improves as would be expected and the relative loss of VSC is lesser at second floor level (being 27% and 29% respectively). The kitchen that fails both VSC and DD still retains daylight to 61% of the room size, even with a reduction in daylight distribution of 28%. This is a particularly urban location and the degree of enclosure and relationship between buildings in this part of Baltic Street East and West is considered to be of such a character and tight urban grain where actual retained VSC levels are not uncommon (refer to the Finsbury Tower planning application reference).
- 11.283 The model for the school building indicated within the Daylight and Sunlight Assessment indicated a rooftop plant enclosure which appears to differ in scale to that indicated in the proposed plans, as indicated below.

## School building model from Daylight and Sunlight Assessment



## Elevation Plan (rooftop plant enclosure above main entrance on the right)



- 11.284 The applicant's daylight and sunlight surveyors have advised that the slight increase in height of the plant enclosure would have a minor impact on some of the results obtained for the properties to the north. However, they advise that the scale of change is unlikely to represent a material change and would not be of a scale that would affect their overall conclusions.
- 11.285 Golden Lane Leisure Centre Community Room. Although not a residential property, the applicant included this building in their analysis for completeness. It is a dual-aspect space lit by windows on the north side facing the development and other windows on the west site, plus three rooflights. Tables aren't provided in this instance as it is a single room



affected and commentary is therefore considered straightforward. Additionally as it is non-residential there is a lesser requirement for daylight and it is therefore appropriate to present the information in this manner.

- 11.286 The results show VSC losses to the five north-facing windows of between 34% and 79%. These windows are undershot beneath a deep overhang and have low existing VSC values, so in reality these are small impacts in absolute terms. However, the community room is also lit by windows to its west elevation and three rooflights all of which will be unaffected. Given the number of windows and rooflights serving this community room, the daylight distribution will be unaffected and will retain access to direct sky light to its entire area. Having regard to the non-residential use of this community room and as the daylight internally is unchanged, the impacts on daylight in this instance are considered to be acceptable.
- 11.287 London College of Fashion. The applicant tested two buildings occupied by the London College of Fashion which adjoin the development site to the north. These buildings are not currently in residential use, however for completeness they tested them. The impacts on the school house, which the applicant has assumed is in educational or ancillary office use, show VSC transgressions (between 33% and 50% losses) to all windows facing the site. However, 6 out of 7 rooms tested meet the daylight distribution targets with only one daylight distribution loss of 35% to R1 at ground floor level. To the main College building, 14 out of 42 windows tested meet the VSC targets. At ground floor level the VSC levels will experience losses of between 62% and 25%. However, 31 of the 42 windows serve between them seven multi-lit rooms so the VSC results in isolation may be misleading. The daylight distribution results confirm 9 out of 15 rooms tested meet the daylight distribution targets. One room (R6 at first floor level) will experience a loss of 51% but the others fall only slightly short of the BRE guidelines with losses ranging between 23% and 25%. Given the non-residential uses of this building the losses in VSC and daylight distribution terms are considered to be acceptable for this central location.

#### Overshadowing

- 11.288 BRE guidance states that 50% of an area should be able to receive more than two hours of sun on 21 March. Currently, 62.44% of the allotments receive more than two hours of sun on that date. The results for the Golden Lane Allotments confirm that the amount of allotment receiving two hours or more of sun will remain the same on 21 March, and therefore is fully adherent with the recommendations of the BRE guide. The results across the day for 21 March shows that it is the existing Golden Lane Estate buildings that overshadow the allotments.
- 11.289 An exercise in shadow plotting of the allotments confirms that, although there will be some additional overshadowing in the height of summer (21 June), it will be very limited in extent and duration, largely in the sunshine hours before 9am.
- 11.290 Outlook / Sense of Enclosure: The impact of a development on outlook can be considered a material planning consideration if there is an undue sense of enclosure for neighbouring residential properties. There are no established guidelines for what is acceptable or unacceptable in this regard, with any assessment subjective as opposed to empirical with key factors in this assessment being the local context and arrangement of buildings and uses.

- 11.291 In view of the degree of separation to the nearest residential properties, and given the surrounding built up urban context, it is considered that there would be no unduly harmful impacts in terms of outlook and any increased sense of enclosure. Whilst the building arrangements may differ from the established spaciousness that is characteristic of the Golden Lane Estate that is a townscape relationship assessed elsewhere within this report. From an amenity enclosure perspective, it is considered that the proposed development would not have an unduly unacceptable enclosure or loss of outlook impact having regard to the central urban location of the site, and the orientation of nearby buildings. Additionally, the Basterfield House properties have their main living areas facing northwards internal to the estate which would be un-impacted and very good, being an inherent design principle of the estate when it was designed.
- 11.292 Overlooking / Privacy: Development Management Policy 2.1 identifies that 'to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway, overlooking across a public highway does not constitute an unacceptable loss of privacy'. In the application of this policy, consideration has to be given also to the nature of views between habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm. Habitable rooms provide the living accommodation of the dwelling. Habitable rooms are defined as any room used or intended to be used for sleeping, cooking, living or eating purposes. Enclosed spaces such as bath or toilet facilities, service rooms, corridors, laundries, hallways, or similar spaces are excluded from this definition. However, service/utility/store rooms larger than 8sqm within single dwellings will normally be considered as habitable rooms.
- 11.293 The City of London policy DM21.3 of the Local Plan states that all development proposals should be designed to avoid overlooking.
- 11.294 Basterfield House: On the podium part of the residential block there are windows on the southern elevation (looking towards Basterfield House) serving a bedroom at first floor level and a bedroom, the living room/kitchen and the balcony at third floor level. The separation distance between these buildings is approx. 8.5m. The windows on Basterfield House serve bedrooms. This is a short distance and is not across a public highway. In this respect, it is considered to be appropriate to secure a scheme of obscure glazing and privacy screens to the windows and balconies facing these Basterfield House bedroom windows.
- 11.295 On the 4th-6th floors the windows on the southern elevation serve a bedroom and living room/kitchen. The separation distance here is approx. 18.2m. Whilst the City of London initial response considered this distance to be acceptable, whilst the distance marginally exceeds the 18m rule established by Islington policy, given that the units have a dual aspect including dual aspect to the living room, it is considered appropriate to obscure the facing windows at these levels to further prevent overlooking of the bedrooms of Basterfield House.
- 11.296 The upper floors would look over the roof of Basterfield House. The southern elevation of the school hall is without windows and would have no impact.

11.297 Banner House, Golden Lane: The Council's policies for residential to residential facing windows is that the overlooking across a public highway is not considered to merit undue overlooking. This is because such arrangements will be in place already because of existing townscape arrangements and to meet the 18m distance would render sites undevelopable or result in such degree of obscure glazing to scheme as to render the quality of the accommodation coming forward as unacceptable. The distance from the front elevation of the proposed building to the side elevation (bedroom windows) within Banner House is sufficient given the above context. The facing windows are set beneath deck access corridor's that provide a further visual screen and privacy buffer to limit the sense of overlooking further still. Having regard to the above considerations it is the view of officers that the proposals would not result in unacceptable overlooking of windows within Banner House.

11.298 It is considered that there are no other residential or other properties that would experience undue overlooking or loss of privacy due to separation distances, proposed conditions to secure screening and obscure glazing and due to the detailed design of the proposed building. Subject to conditions the proposals comply with policy DM2.1 of the Islington Development Management Policies and policy DM21.3 of the City of London Local Plan.

#### Construction Impacts

11.299 In the interest of protecting neighbouring residential amenity during the construction phase of the development (having regard to impacts such as noise and dust) the applicant is required to comply with the Council's Code of Construction Practice. Compliance would need to be secured as part of a Section 106 agreement together with a payment towards the monitoring of the site to ensure its neighbourliness. This payment is considered be an acceptable level of contribution having regard to the scale of the development, the proximity of other properties, and likely duration of the construction project.

11.300 The Council's Environmental Health (Pollution) Officer has observed that, given the amount of demolition proposed and the close proximity of existing residential dwellings (along with the deadline of the academic year) there is considerable potential for disruption. In order to further address any concerns over noise and disturbance resulting from the construction of the development, a planning condition could be attached to any planning permission to secure details to address the environmental impacts of the proposed development (including, but not limited to, noise, air quality including dust, smoke and odour, vibration and TV reception) (condition 29).

#### Cooking Odours

11.301 Concerns have been raised by residents regarding the potential for cooking odours from the school kitchen which is to be located in the hall. It is considered that appropriate mitigation measures can be secured by condition (no. 37) to prevent undue odours from affecting residential amenity.

#### Air Quality

11.302 It is noted that objections have been received against the school for reasons of traffic generation due to commute to drop off children from elsewhere in the borough and the impacts of that on air quality.

#### Noise considerations

- 11.303 Development Management Policy DM6.1 states that noise sensitive developments should be separated from major sources of noise, and that noise generating uses within new developments should be sited away from noise sensitive uses.
- 11.304 Policy DM15.7 of the City of London Local Plan is concerned with noise and light pollution and requires, inter alia, that
- ‘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.’ Furthermore, ‘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.’*
- 11.305 The application is accompanied by a Noise Assessment which identifies the principles of the acoustic design required to provide an effective and functional solution whilst complying with regulatory requirements, as well as other local, regional and national policies. The Assessment recommends plant noise emission limits, preliminary specifications for the external building fabric elements, and provides advice in relation to noise mitigation measures for the proposed buildings.
- 11.306 The Assessment was revised following the first public consultation on the planning application to include the results of an additional environmental sound survey undertaken at a location considered representative of the receptors at Basterfield House. The revision also excluded noise related to construction activity observed by objectors during the noise survey which were considered unrepresentative of the sound climate of the area. The updated Assessment also considered noise associated with the operation of the school including playground activities and pupil arrivals and departures.
- 11.307 The Assessment concludes that, whilst the change in ambient noise levels are likely to be ‘noticeable and intrusive’ at some locations during some activities as the noise impact falls below the significant observed adverse effect level the proposed development should be considered acceptable in terms of noise.
- 11.308 The Council’s Public Protection Officer raises no objections to the proposed development in terms of noise. It is noted that the Noise Assessment considers the impact of the proposed external play areas on existing residential properties but does not consider the impact on the proposed residential block and it is noted that the MUGA is located in close proximity. Community use of the MUGA outside of the school day (e.g. for five-a-side football) could result in complaints and the applicant has confirmed that this is not proposed (additionally if used out of hours, the MGA would be used by residents of the residential tower forming part of this application and only during daylight hours). The Public Protection Officer has requested that any planning permission secure sound insulation and noise control measures to achieve acceptable noise levels within the proposed residential accommodation. The rooftop school play area should be screened by a solid, imperforate barrier and this should be secured by condition (no. 12).
- 11.309 Conditions are recommended to address the design and installation of fixed plant and to secure sound insulation to the proposed residential units to ensure that the fixed plant is

acceptable in terms of noise levels. Fixed plant is proposed to the roof of the school building, adjacent to Hatfield House and to the residential building plant is proposed to be located at ground floor and basement level.

11.310 It is noted that objections have been received from neighbouring residents in terms of the noise impact of the proposed development and, as noted above, there is likely to be a noticeable and intrusive increase in noise at some locations during some activities. The School uses, by their nature, generate noise and it should be noted that the site was previously in use as a school, albeit that the play area was located within a central courtyard. The most significant noise impacts from the proposed development would be likely to occur during the school day and would not occur during evenings nor weekends when a greater proportion of neighbouring dwellings would be likely to be occupied. It is considered that the proposed development would not result in an unduly adverse noise impact upon the amenities of the occupants of neighbouring residential dwellings, having regard to the previous lawful use of the site and having regard to proposed conditions controlling plant noise, and hours of use of the sports hall.

### **Quality of Resulting Residential Accommodation**

11.311 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life, residential space and design standards will be significantly increased and enhanced from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards. In accordance with this policy, all new housing is required to provide functional and useable spaces with good quality amenity space, sufficient space for storage and flexible internal living arrangements.

11.312 Unit Sizes: All of the proposed residential units would exceed nationally described and London Plan space standards as detailed below. The proposal is therefore considered acceptable in terms of unit sizes.

<b>Unit Size</b>	<b>Nationally Described Space Standards / London Plan Standards</b>	<b>Proposed unit sizes</b>	<b>Difference</b>
1 bed / 2 person	50m <sup>2</sup>	51-52m <sup>2</sup>	+1-2m <sup>2</sup>
1 bed / 2 person (wheelchair units)	50m <sup>2</sup>	55m <sup>2</sup>	+5m <sup>2</sup>
2 bed / 3 person (wheelchair units)	63m <sup>2</sup>	70m <sup>2</sup>	+7m <sup>2</sup>
2 bed / 4 person	70m <sup>2</sup>	71m <sup>2</sup>	+1m <sup>2</sup>
3 bed / 5 person (two storeys)	93m <sup>2</sup>	98-104m <sup>2</sup>	+5-11m <sup>2</sup>

### **Residential Unit Layouts**

11.313 The application advises that the proposed residential units are inspired by the layout of the apartments on the existing estate. Unit layouts are repeated and divided by structural party walls and living spaces are arranged on the western side of the building and feature full width windows and wide private balconies. Kitchens and bathrooms are arranged at

the middle of the plan to simplify the distribution of services and drainage. Bedrooms are located adjacent to the deck access walkway and concerns have been raised by both the Design Review Panel and the GLA in relation to privacy, with the possibility of neighbours approaching open bedroom windows. The GLA have suggested that the applicant could use detailing along the deck to create a sense of ownership and defensible space. However, it is considered that any such measures are unlikely to prove particularly effective whilst any physical measures to provide defensible space around the windows would detract from the limited circulation space. Additional security gates along the deck access would be likely to detract from the appearance of the building and may be considered to represent an unsatisfactory solution. It is therefore concluded that the lack of bedroom privacy would represent a shortfall of the scheme from a residential amenity and privacy point of view. It is considered that security concerns could be partially mitigated by ensuring that key or fob access is required from the core to the deck coded per floor and it is recommended that such a system is secured by condition.

### Typical Tower Floor Plan



11.314 Aspect/Daylight Provision: Policy DM3.4 part D states that ‘new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated’. The subtext at paragraph 3.47 advises that ‘Dual aspect design is key to maximising natural light, cross ventilation and access to quiet parts of the home. In exceptional circumstances where single aspect dwellings may be acceptable, they must not be exposed to noise exposure categories C or D, or comprise family housing (3 or more bedrooms).

11.315 The residential units will all benefit from a dual aspect which allows passive cross ventilation from air flow through the units when windows are opened at either end, reducing potential for overheating. In the summer, the access deck provides shade to the homes whilst in the winter low sun can penetrate deep into the plan.

### Amenity Space

11.316 Core Strategy Policy CS7 is concerned with Bunhill and Clerkenwell and states at Part I, inter alia, that:

*‘Major development proposals will be required to improve the public realm, provide ample private/semi-private and public open space, incorporate space for nature, and must not result in detrimental microclimatic effects or overshadowing of existing residential buildings. This is necessary in order to address existing deficiencies in access to quality public open space and nature.’*

11.317 Policy DM3.5 of the Council’s Development Management Policies Document within part A identifies that ‘all new residential development will be required to provide good quality private outdoor space in the form of gardens, balconies, roof terraces and/or glazed ventilated winter gardens’. The policy in part C then goes on to state that the minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on ground floor for 1-2 person dwellings. For each additional occupant, an extra 1 square metre is required on upper floors and 5 square metres on ground floor level with a minimum of 30 square metres for family housing (defined as 3 bed units and above).

11.318 City of London Policy is concerned with Additional Open Space and states, inter alia, that:

1. Major 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.’

11.319 The proposed private amenity space to the residential units is detailed below. The provision would be in excess of the minimum policy requirements and would contribute to providing a good standard of residential accommodation.

Private Amenity Space Provision

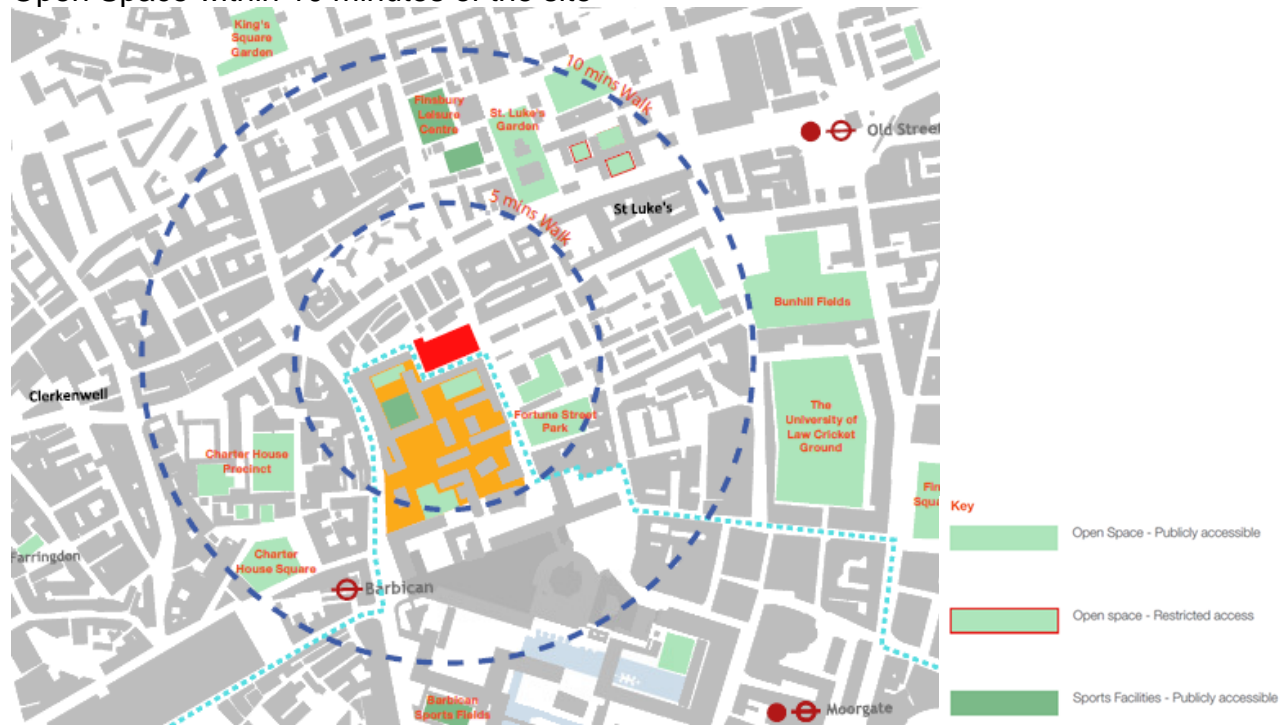
Unit Size	Amenity Space Policy Requirement	Proposed Amenity Space Provision	Difference	Total
1 bed 2 person (35)	5m <sup>2</sup>	7m <sup>2</sup>	+2m <sup>2</sup>	245m <sup>2</sup>
2 bed 3 person (2)	6m <sup>2</sup>	10m <sup>2</sup>	+4m <sup>2</sup>	20m <sup>2</sup>
2 bed 4 person (24)	7m <sup>2</sup>	10m <sup>2</sup>	+3m <sup>2</sup>	240m <sup>2</sup>
3 bed duplex (5)	8m <sup>2</sup>	18m <sup>2</sup>	+10m <sup>2</sup>	90m <sup>2</sup>
				<b>595m<sup>2</sup></b>

11.320 The proposed development would not provide communal amenity space and it should be noted that the Development Management Policies Document does not set out a requirement for communal amenity space. The application is accompanied by a contextual plan indicating local green spaces located within a five and ten minute radius of the site.

The plan shows that within 5 minutes of the site, there are public open space facilities within Fortune Street Park, whilst within 10 minutes of the site there is an accessible open space at Charterhouse Square.



## Open Space within 10 minutes of the site



11.321 It is noted at paragraph 3.62 of the Development Management Policies document that Islington has the second lowest amount of open space of any local authority in the country and London. The Open Space Sport and Recreation Assessment (2009) was prepared to inform the policies of the Local Plan. Map 36 of this document identifies the shortfall/surplus in provision as at 2025 against the quantity standard of 0.521 ha per 1,000 people for public open space. The document identifies that the Bunhill Ward is not an area of open space deficiency, with the Ward projected to have a marginal surplus of 0.101 – 0.250 ha per 1,000 people.

11.322 Paragraph 17.14 of the Assessment notes that:

*'The wards in the South Area Committee have little or no access to larger, more multifunctional parks and gardens. In this densely urban part of the borough there is little scope to create a new large park. This may mean that smaller parks and gardens are under greater pressure and need to 'punch above their weight' to provide facilities which would normally be expected of larger spaces. It is notable that 9 of the 16 parks and gardens in Clerkenwell Ward and Bunhill Ward are classed as being below quality which may reflect such pressures. It is recommended that planning obligations/ council funds should be used to enhance the quality of parks and gardens in these wards, given the lack of scope to create new larger spaces.'*

11.323 Site Allocation BC34 of the Finsbury Local Plan) states that 'Public open space should be provided to offset the loss of playground space and to relieve pressure on Fortune Street Park'. However, the site allocation did not envisage the provision of a school on the site with replacement playground space. The playground space on the site will increase from 710m<sup>2</sup> at present to 2,360m<sup>2</sup> (comprising 1,190m<sup>2</sup> ground-level playground, 400m<sup>2</sup> MUGA, and 450m<sup>2</sup> roof-level play). Residents will have access to the MUGA outside of school hours.

11.324 The applicant makes reference to Policy DM6.2 which is concerned with Sport and Recreation and states, inter alia, that:

*'A. Developments in excess of 200 residential units or 10,000m<sup>2</sup> gross external floorspace, or where a specific need has been identified by the council, are required to provide on-site publicly accessible public open space. This shall be provided in addition to private amenity space and landscaping and shall be fully publicly accessible, without any restrictions and maintained in perpetuity.*

*B. For those development types referred to in Part A above, in exceptional circumstances, where it is clearly demonstrated that public open space cannot be provided on site or that the required amount cannot be provided on site in full, and where the proposal has over-riding planning benefits, a financial contribution shall be paid to the council towards the provision of new public open space or enhancements to existing spaces. Other developments will also create the need for public open space provision and will be expected to provide financial contributions towards this.'*

11.325 The above policy does not apply to the proposed development as it falls below the unit number and floorspace threshold. However, the applicant suggests that the policy indicates the acceptability in principle of a financial contribution in lieu of on-site open space and is proposing to make a contribution of £134,676 towards the improvement of local open spaces. In any event, it has been discussed previously that it is not considered reasonable to expect public open space from the site given the land uses being delivered and in the context of changes since the site allocation was adopted.

#### Play Space

11.326 Policy 3.6 of the London Plan is concerned with Children and Young People's Play and Informal Recreation Facilities and states, inter alia, that:

*B. Development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. The Mayor's Supplementary Planning Guidance Providing for Children and Young People's Play and Informal Recreation sets out guidance to assist in this process.*

11.327 Based upon the GLA's child population yield calculator the residential development would give rise to the following child yield and play space requirement.

Child Age	Number	Percentage	Play space requirement (10m <sup>2</sup> per child)
Under 5	27	62%	270m <sup>2</sup>
5-11	11	25%	110m <sup>2</sup>
12+	6	13%	60m <sup>2</sup>
<b>Total</b>	<b>44</b>	<b>100%</b>	<b>440m<sup>2</sup></b>

11.328 Policy DM3.6 of the Council's Development Management Policies Document requires that all major residential developments make provision for play, based on anticipated child yield. Provision shall be 5m<sup>2</sup> of private/informal play space per child (including semi-private outdoor space, private outdoor space and gardens suitable for play). Based upon

Islington's child yield formulae the proposed development would give rise to the following child yield and play space requirement.

Child Age	Number	Percentage	Play space requirement (5m <sup>2</sup> per child)
0-4	27	62%	135m <sup>2</sup>
5-10	10	23%	50m <sup>2</sup>
11-15	4	10%	20m <sup>2</sup>
16-18	2	5%	10m <sup>2</sup>
<b>Total</b>	<b>43</b>	<b>100%</b>	<b>215m<sup>2</sup></b>

11.329 Based upon Islington's child population yield calculator the proposed development would give rise to a requirement for 215m<sup>2</sup> playspace.

11.330 City of London Policy DM19.4 is concerned with Play Areas and Facilities and states that:

1. *'The City Corporation will protect existing play provision and seek additional or enhanced play facilities or space, particularly in areas identified as deficient, by:
 
  - a) protecting existing play areas and facilities and, on redevelopment, requiring the replacement of facilities either on-site or nearby to an equivalent or better standard;
  - b) where the creation of new play facilities is not feasible, requiring developers to work with the City Corporation to deliver enhanced provision nearby;
  - c) requiring external play space and facilities as part of new residential developments which include 20 or more family units (those with 3 or more bedrooms) or 10 or more affordable units of 2 or more bedrooms;
  - d) promoting opportunities for informal play and play within open spaces where it is not possible to secure formal play areas.*
2. *Play areas and facilities should not be located where they would cause undue disturbance to neighbouring occupiers.'*

11.331 Figure 4.2 of the Mayor's Shaping Neighbourhoods: Play and Informal Recreation SPG sets out a 5-step assessment to be undertaken to determine the play space requirement for new development. This has been undertaken by the applicant and is detailed below:

Step B1: Determine if the development generates a demand for play space provision.

11.332 This exercise has been carried out above.

Step B2: Calculate how much space is required.

11.333 This exercise has been carried out above. The London Plan requirement is 440m<sup>2</sup> the Islington requirement is 215m<sup>2</sup>.

Step B3: Establish accessibility to existing play provision.

11.334 The context plan above identifies local play spaces within a 5 minute and 10-minute walk radius of the site.

11.335 The Golden Lane Estate playground is located 40m to the west of the site boundary, and approximately 170m from the proposed residential entrance. Completion of upgrade works are imminent following the grants of planning permission and listed building consent in April 2016 (refs: 15/01390/FULL and 16/00024/LBC). The play area will feature educational trails, places to hide and tunnels, and the reintroduction of a slide.

## Golden Lane Estate Playground – planning application CGI



11.336 The application advises that the facility serves approximately 50 children of various ages who live on the estate. There is presently signage outside of the play area advising that it is for the use of estate residents only. The City of London is the applicant and is the freeholder of the Golden Lane Estate. Leaseholders on the estate will have an interest in the playground and will presently pay a service charge which will cover its upkeep. If the use of the play area by residents of the proposed development were to be formalised then it would be anticipated that this would also be reflected in a service charge. If the use of the play area by residents of the proposed development were to be formalised then it is anticipated that some form of agreement on the part of Golden Lane Estate leaseholders would be required. It cannot be assumed that this would simply be a formality. Whilst there may be every possibility that the play area could be used by residents of the proposed development, in the absence of a formalised arrangement it is recommended that weight is not given to its availability in an assessment of playspace provision. Additionally, there are the following play areas:

- Fortune Street Park is located approximately 171m from the proposed residential entrance. It is identified in the Open Space, Sport and Recreation Assessment (2009) as having neighbourhood playable space which is appropriate for all age groups of children.
- Quaker Gardens is located approximately 348m from the proposed residential entrance. It is identified in the Open Space, Sport and Recreation Assessment (2009) as having neighbourhood playable space, which is appropriate for all age groups of children.
- Golden Lane Children's Centre is part of Prior Weston School at the Golden Lane Campus. This facility is for LB Islington residents, and is provided by the Council to provide play, support and classes for children aged from 6 months to 5 years, including Nursery and Reception children. The service also offers stay and play sessions, as well as courses for parents with crèches provided.
- Toffee Park Adventure Playground is located approximately 453m from the proposed residential entrance. It is identified in the Open Space, Sport and Recreation

Assessment (2009) as having neighbourhood playable space, which is appropriate for 6-11 years old and 11+ years old.

- King Square Gardens is a large (1.18ha) popular park with an extensive play area. It is located approximately 630m from the residential entrance. The children's play area includes a large sand pit, climbing frames, swings, slide, play huts, roundabout, grass mound with water pumps, accessible children's toilets, interactive water play feature, bog garden, pergola, planting beds and seating.

Step B4: Establish the requirement for on-site or off-site provision

- 11.337 The Shaping Neighbourhoods: Play and Informal Recreation SPG states at paragraph 3.26 that:

*'School facilities and school playing fields can provide an important contribution to high quality play spaces for a range of community activities, such as pre or after school cultural and other sports activities. Where possible, children should be allowed access to use them outside school hours. Maximum use of schools after school hours or at weekends can contribute to reducing deficiencies in play provision, providing children with greater choice for play activities, respond to the needs of working parents as well as supporting educational attainment. Already undertaken initiatives have also demonstrated that it contributes to social inclusion, community cohesion, improved health, youth diversion and parental engagement'*

- 11.338 The SPG states at Paragraph 4.40, inter alia:

*'Whilst the Mayor will expect provision to be made on site, off-site play provision including the creation of new provision, improvements to existing play facilities and/or an appropriate financial contribution secured by legal agreement towards this provision may be acceptable in accordance with Policy 3.6 where it can be demonstrated that there are planning constraints and that it fully satisfies the needs of the development whilst continuing to meet the needs of existing residents. If there is existing provision within an acceptable distance of a proposed development, boroughs should consider the option of off-site financial contributions as an alternative to new provision if this would meet the objectives set out in the play strategy. If there is no existing provision within an acceptable radius of the site, there will be a requirement for on-site provision or for an equivalent off-site provision to be made which satisfies the accessibility standards. This is summarised in tables 4.5 and 4.7.'*

**Table 4.5 Provision of play space to meet the needs of new development**

		<b>Under 5s</b>	<b>5-11</b>	<b>12+</b>
<b>Existing provision</b>	within 100 m	On site or off-site contribution	Off-site contribution	Off-site contribution
	within 100-400m	On-site	On site or off-site contribution	On site or off-site contribution
	within 400-800m	On-site	On-site	On-site or off-site contribution
<b>No existing provision</b>	within 100 m	On-site	Off-site provision	Off-site provision
	within 100-400m	On-site	On-site	On site or off-site provision
	within 400-800m	On-site	On-site	On-site

11.339 It will be noted from the above table that an off-site contribution is acceptable in cases where there is existing provision within 100m of the site. However, in order that an off-site contribution is considered acceptable there should be play space provision for under 5s within 100m of the site.

Step B5: Establish type of on-site or off-site provision / contributions in the context of the play strategy

11.340 As noted in paragraph 3.26 of the SPG above, school facilities can make a high quality contribution to play provision. The application notes that the proposed school will provide an ‘extended’ day offer, including an ‘Early Bird Breakfast Club’ and ‘Enrichment Club’.

11.341 The Early Bird Breakfast Club runs daily from 8.00am – 9.00am, for pupils from each year group and alongside offering breakfast and childcare provision would provide a stimulating and creative range of early morning activities and a safe and secure place to play.

11.342 The Enrichment Club would operate from 3.30pm-6.00pm and is intended to ‘develop character, talents and interests outside of the classroom, to enhance the learning of students.’ Through the ‘extended’ day offer there will be the opportunity for children to remain within school until 4.30pm for at least one session per week to take advantage of opportunities to pursue sports, the creative arts, music, dance, drama, coding or an environment club. Child care will be offered between 4.30pm and 6.00pm.

11.343 In addition to the before and after school clubs the application notes that the school hall is to be made available for use by members of the community out of school hours through a community use agreement.

11.344 On-site external play facilities are to be provided by making the MUGA available to residents of the proposed scheme outside of school hours. The MUGA would have an area of 400m<sup>2</sup> which would exceed Islington’s space requirement of 220m<sup>2</sup> and would fall 40m<sup>2</sup> short of the London Plan requirement of 440m<sup>2</sup>.

11.345 In order to justify an off-site contribution there should be under 5s play space within 100m of the site. The MUGA will provide on-site play space to residents of the proposed development outside of school hours. This will provide opportunities for its use by residents in the evenings when daylight allows and at weekends. The MUGA will be suitable for use by under 5s but will not feature dedicated play facilities for under 5s. Whilst it can be acknowledged that the availability of the MUGA outside of school hours will go some way towards addressing a requirement for on-site play space, it does not represent a dedicated facility for under 5s. It is therefore considered that an off-site contribution cannot be fully justified in the context of Table 4.5.

11.346 The GLA Stage 1 comments stated:

*'In view of the site constraints, the scheme will not provide the required 430m<sup>2</sup> of play space in line with the SPG. However, given the inclusion of a publicly accessible school hall as part of the development and the proximity of Fortune Park to the site as well as the applicant's willingness to provide a financial contribution towards play provision in the vicinity via legal obligation, this is acceptable.'*

Conclusion

11.347 In light of the constraints of the site, the role that schools have in play and recreation, relatively close proximity to other play spaces in the area, community use to be secured of the sports hall and the out of hours use of the MUGA to be secured for residents, in this instance it is considered acceptable that the scheme would provide an off-site contribution towards playspace of £134,676 to mitigate the dedicated full time under 5's play on-site shortfall. Accordingly, the proposal is considered acceptable in terms of children's play space.

11.348 Dwelling Mix: The scheme proposes a total of 66 residential units with an overall mix comprised as follows:

Unit type	Number of units	Percentage
1 bed	35 (including 11 wheelchair units)	53.0
2 bed	26 (including 2 wheelchair units)	39.4
3 bed	5	7.6
<b>Total</b>	<b>66</b>	<b>100</b>

11.349 Policy CS12(e) requires a range of unit sizes within each housing proposal to meet the needs in the borough, including maximising the proportion of family accommodation in both affordable and market housing. Policy DM3.1 advises that new development should provide a good mix of unit sizes based upon Islington's Local Housing Needs Assessment. Paragraph 3.14 states that the mix of dwelling sizes appropriate to specific developments will also be considered in relation to the character of the development, the site and the area.

11.350 Since the adoption of policy DM3.1, which was informed by Islington's *Local Housing Needs Assessment* (2008), changes to housing legislation (the Welfare Reform Act 2012) to address the under occupation of social housing have created a greater demand for smaller social housing units. This is reflected by the higher proportion of 1 and 2 bedroom units proposed that will allow for mobility within the social housing sector to accommodate

these national changes to the welfare system. The provision of smaller units will allow for mobility within the borough which would help to address under occupation.

- 11.351 The proposed affordable housing has been agreed with the Council's Housing Division.
- 11.352 The quantity, quality and mix of the proposed affordable housing is considered to make a significant positive contribution to the housing needs of the borough. Accordingly, the proposal is considered acceptable in terms of unit mix, and is strongly supported.
- 11.353 Noise: The impacts of noise is addressed largely in the 'Neighbouring Residential Amenity Section' However, the Council's Public Protection Officer raises no objections to the proposed development in terms of noise. It is noted that the Noise Assessment considers the impact of the proposed external play areas on existing residential properties but does not consider the impact on the proposed residential block and it is noted that the MUGA is located in close proximity. Community use of the MUGA outside of the school day (e.g. for five-a-side football) could result in complaints if used out of hours, the MUGA would be used by residents of the residential tower forming part of this application and only during daylight hours). The Public Protection Officer has requested that any planning permission secure sound insulation and noise control measures to achieve acceptable noise levels within the proposed residential accommodation. The rooftop school play area should be screened by a solid, imperforate barrier and it is recommended that this be secured by condition (no. 12).
- 11.354 Air Quality: Policy 7.14 of the London Plan states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs)). Policy DM 6.1 of the Development Management Policies document requires that development should not cause significant harm to air quality, cumulatively or individually.
- 11.355 Policy DM15.6 of the City of London Local Plan states that development that would result in deterioration of the City's nitrogen dioxide or PM10 pollution levels will be resisted. 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. Demolition and construction and the transport of construction materials and waste must be carried out in such a way as to minimise air quality impacts.
- 11.356 The application is accompanied by an Air Quality Assessment which considers the air quality impacts relating to the construction and operation of the proposed development. The Assessment notes that existing conditions within the study area show poor air quality, with measured nitrogen dioxide concentrations in 2015 exceeding the annual mean objective adjacent to main roads, close to the development site. The site also lies within whole-borough Air Quality Management Areas declared by the City of London and Islington Council.
- 11.357 The Assessment identifies that construction works will give rise to a 'Medium Risk' of dust soiling impacts, and a 'Low to Medium Risk' of human health impacts. A series of mitigation measures are therefore proposed to minimise dust emissions in order to reduce the overall impacts during construction to 'not significant'. It is recommended that these



measures be secured through a Demolition Construction Environmental Management Plan to be secured by condition (no. 29) as requested by the Council's Public Protection officer.

- 11.358 The Assessment identifies that the additional traffic flows generated by the proposed development are below the screening criteria for a detailed assessment (as specified by industry guidance) and therefore traffic generated by the development would not have a significant impact on local air quality. The impacts of traffic emissions have been assessed at eleven worst-case locations within the new development and it is concluded that future users of the proposed development would experience acceptable levels of air quality.
- 11.359 The Assessment also identifies that the proposed development would meet the London Plan requirement that new development is at least 'air quality neutral' in terms of transport emissions. An assessment to determine whether or not the proposed development is 'air quality neutral' in terms of building emissions will be undertaken at a later stage once more detailed information is available on the design of the proposed CHP unit. A condition is recommended to ensure that, if the development is not at least air quality neutral, a scheme to mitigate the air quality impact of the development shall be secured (no. 32).
- 11.360 The Assessment concludes that the overall construction and operational air quality impacts of the proposed development would be 'not significant'.
- 11.361 The Council's Environmental Health Officer raises no objections to the proposal in terms of air quality. It is noted that future users of the proposed development will be exposed to nitrogen dioxide levels below the annual mean objective. However, there is potential for the school use to give rise to traffic impacts at drop off and pick up, with air quality concerns noted at other school sites as a result of congestion and idling engines. It is recommended that an Air Quality Report detailing steps to minimise the development's future occupiers' exposure to air pollution shall be submitted to and approved by the Local Planning Authority. The report should consider:
- Ventilation which draws in clean filtered air
  - Provision of information for staff and pupils on reducing their exposure to nitrogen dioxide
  - Measures to promote walking/cycling and public transport (Travel Plan)
  - Discouragement of private car use and measures to stop idling engines (Travel Plan)
  - Specification of ultra-low nitrogen dioxide boilers
  - Any greening measures to reduce exposure to nitrogen dioxide; and
  - Any other relevant measures.
- 11.362 Separate CHP systems are proposed for the school and the residential block. The Council's Public Protection Officer notes that the impact of any CHP has not been assessed and this will need to be assessed and emissions modelled. Given the height of the proposed new block and nearby blocks it is likely that any low level flue extract would result in a visible plume and potential complaints. Accordingly, it is recommended that a condition is attached to any planning permission requiring details and specification of each CHP system to include the following:
- Make and model of the system and details of the additional abatement technology that has been investigated for fitment to reduce air pollution emissions;

- Type, height and location of the flue/chimney (including calculation details regarding the height of the flue / chimney);
- Certification for use of the flue / chimney in a smoke control area;
- A breakdown of emissions factors of nitrogen oxides, particulates and any other harmful emissions from the gas fired CHP and details of any mitigation measures to reduce emissions to an acceptable level (No CHP plant in the thermal input range 50kWth to 20MWth with NOx emissions exceeding that specified in Band B of Appendix 7 to the GLA Sustainable Design and Construction Supplementary Planning Guidance published April 2014 (or any updates thereof applicable at time of installation) will be acceptable);
- An assessment of the impact of the emissions to ground level concentrations and any additional impact for surrounding buildings/structures, including the rooftop play area of the school;
- An acoustic report for the plant
- An ongoing maintenance schedule.

11.363 It is considered that the proposed development would be acceptable in terms of air quality subject to the matters to be addressed through the recommended conditions, which have enabled the separation of the school and residential assessment for phasing and delivery reasons.

### **Sustainability, Energy Efficiency and Renewable Energy**

11.364 London Plan Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent (below 1990 levels) by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.

11.365 Islington Core Strategy Policy CS10 requires it to be demonstrated that new development has been designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock.

11.366 The relevant Islington Development Management Policies are detailed below and considered under each topic heading.

11.367 Policy CS15 of the City of London Local Plan seeks to enable businesses and residents to make sustainable choices in their daily activities, creating a more sustainable City, including through requiring sustainable development, minimising carbon emissions and addressing environmental impacts. Policy DM15.3 is concerned with low and zero carbon

technologies and promotes connection to decentralised energy networks. Policy DM15.4 sets out a requirement for financial contribution to an approved carbon offsetting scheme where carbon emission reduction targets cannot be met on-site.

## BE LEAN

### *Energy efficiency standards*

- 11.368 The council's Environmental Design SPD states 'The highest possible standards of thermal insulation and air tightness and energy efficient lighting should be specified'. 'U values' are a measure of heat loss from a building and a low value indicates good insulation.
- 11.369 The proposed U-values for the school building are: walls = 0.216w/m<sup>2</sup>k, roof = 0.186w/m<sup>2</sup>k, floors = 0.186w/m<sup>2</sup>k and glazing = 1.2w/m<sup>2</sup>k. Aside from the glazing these values do not meet the energy efficiency standards set out in the Council's Environmental Design SPD and the Council's Energy Advisor recommends that these are improved.
- 11.370 The proposed U-values for the residential building are walls = 0.15w/m<sup>2</sup>k, roof = 0.13w/m<sup>2</sup>k, floors = 0.13 w/m<sup>2</sup>k and glazing = 1.2w/m<sup>2</sup>k. These U-values meet or exceed the energy efficiency standards set out in the Environmental Design SPD although the Council's Energy Advisor suggests there may be scope for small further improvements. The air permeability of both the school and residential buildings would be 3m<sup>3</sup>/hr.m<sup>2</sup>@50pa, in line with the Council's energy efficiency standards.
- 11.371 Discussions are ongoing regarding thermal insulation and heat loss and an update will be provided in this regard.
- 11.372 Low energy lighting is proposed throughout the residential building. The school buildings would incorporate a lighting control strategy which includes photocells, occupancy sensors, time control, zoning and dimming capability, all of which is supported. LED lighting is proposed throughout the school, with an efficacy of 85lm/circuit-watt. The Council's Energy Advisor notes that this is considered good and has queried whether any further improvement can be achieved given that lighting represents a significant component of the building's energy use.

## BE CLEAN

### *District heating*

- 11.373 Policy DM7.3B requires that proposals for major developments within 500m of an existing or planned District Energy Network (DEN) should be accompanied by a feasibility assessment of connection to that network, to determine whether connection is reasonably possible.
- 11.374 The Bunhill network is estimated to be around 200m from the site and the Citigen network is estimated to be around 300m from the site. Both networks therefore fall within the 500m threshold and the feasibility of connection to the networks should be assessed.
- 11.375 The applicant has submitted details of correspondence with both Bunhill and Citigen network operators. The applicant has also stated that that a 30-year life cycle cost, assessing connection to either network, is being undertaken and the results of this are awaited.

- 11.376 The applicant has submitted details of correspondence with both Bunhill and Citigen network operators. The applicant has also stated that a 30-year life cycle cost, assessing connection to an existing DE network, is being undertaken and has provided further information regarding anticipated heat loads for the development but a full technical assessment of feasibility for connection has not yet been completed.
- 11.377 The observations from the City of London's Chief Officer note that development should include connection to a local District Heat Network. If there are exceptional circumstances which make this impossible then this should be fully justified and mitigation for carbon emissions and air quality impacts should be put into place. This would need to be required by either a condition or through the S106 agreement.
- 11.378 The Council's Energy Advisor notes that the application currently proposes a gas CHP solution and therefore the assessment is currently based upon this fall back position. However, discussions are ongoing on a two-pronged basis noting that London Plan policy 5.6(B) prioritises connection to a DE network over the use of a CHP network. An update will be provided in this regard.
- 11.379 The applicant has provided details of future proofing the development for connection to a DE network in the event that it is not connected at this stage.

#### SHARED HEAT NETWORK

##### *Combined Heat and Power*

- 11.380 Policy DM7.3(D) requires that 'Where connection to an existing or future DEN is not possible, major developments should develop and/or connect to a Shared Heating Network (SHN) linking neighbouring developments and/or existing buildings, unless it can be demonstrated that this is not reasonably possible.' The Energy Statement does not assess connection to a shared heat network and this should normally be investigated. However, the Council's Energy Advisor has recommended that the applicant prioritises investigating connection to one of the two local district heating networks.
- 11.381 It is proposed that heating and hot water will be provided via CHP-led systems, incorporated with gas boilers providing peak and back-up heat. The residential tower and school site will be served by separate plant rooms and heating systems. The residential element is to be served by a CHP unit of 11kWe and 33.5kWth outputs, while the school will be served by a unit of 25kWe and 54.2kWth outputs. The Council's Energy Advisor has indicated that this approach is considered acceptable.

#### BE GREEN

##### *Renewable energy technologies*

- 11.382 The Energy Strategy indicates a 140m<sup>2</sup> photovoltaic array for the roof of the residential tower which would provide an output of 24kWp and this is strongly supported as it would fully exploit the available roof area.
- 11.383 Carbon Emissions: Policy CS10A seeks to promote zero carbon development by minimising on-site carbon dioxide emissions, promoting decentralised energy networks and by requiring development to offset all remaining CO<sub>2</sub> emissions associated with the building through a financial contribution towards measures which reduce CO<sub>2</sub> emissions from the existing building stock.

- 11.384 Paragraph 2.0.7 of the Council's Environmental Design states that the Council's 'CO<sub>2</sub> reduction targets apply to all major developments, including refurbishments. It is accepted that some schemes, particularly refurbishment schemes, may struggle to reach the relevant target. In such instances the onus will be on the applicant to demonstrate that CO<sub>2</sub> emissions have been minimised as far as reasonably possible.'
- 11.385 Paragraphs 2.0.8 – 2.0.10 detail the Council's energy hierarchy which should be followed in meeting the Council's CO<sub>2</sub> emissions reduction target. The final stage of the hierarchy requires developers to:
- '...offset all remaining CO<sub>2</sub> emissions (Policy CS10) through a financial contribution, secured via a Section 106 agreement, towards measures which reduce CO<sub>2</sub> emissions from the existing building stock (e.g. through solid wall insulation of social housing). For all major developments the financial contribution shall be calculated based on an established price per tonne of CO<sub>2</sub> for Islington. The price per annual tonne of carbon is currently set at £920, based on analysis of the costs and carbon savings of retrofit measures suitable for properties in Islington.'*
- 11.386 The applicant proposes a reduction in regulated emissions of 41.8% compared to a 2013 baseline target (41.1% for the residential element and 43.4% for the school element), which exceeds the London Plan target of 35%. The development is predicted to achieve a reduction in total emissions of 22.2% compared to a 2013 Building Regulations Baseline (20.2% for the residential element and 28.0% for the school element), which falls short of the Islington requirement of 27%. In order to mitigate against the remaining carbon emissions generated by the development a financial contribution of £155,991 would be required.
- 11.387 Overheating and Cooling: Policy DM7.5A requires developments to demonstrate that the proposed design has maximised passive design measures to control heat gain and deliver passive cooling, in order to avoid increased vulnerability against rising temperatures whilst minimising energy intensive cooling. Part B of the policy supports this approach, stating that the use of mechanical cooling shall not be supported unless evidence is provided to demonstrate that passive design measures cannot deliver sufficient heat control. Part C of the policy requires applicants to demonstrate that overheating has been effectively addressed by meeting standards in the latest CIBSE (Chartered Institute of Building Service Engineers) guidance.
- 11.388 Dynamic thermal modelling has been carried out for the entire development. The modelling for the residential building covered two example properties and demonstrated that these passed the overall TM52 assessment (although there were some fails on the second Criterion 2, Daily Weighted Exceedance). Active cooling is not proposed for the residential building. The modelling for the school demonstrates that, under the mixed-mode ventilation strategy, all of the areas tested pass the TM52 methodology. These tended to fail under Criterion 1 (Hours of Exceedance) but passed under the other two criteria. The Council's Energy Advisor considers the assumptions used within the modelling to be reasonable.
- 11.389 The applicant has confirmed that active cooling will only be provided within the computer room of the school and that this may not be implemented should it prove possible to manage temperatures in this area sufficiently without it. Further information addressing the

cooling hierarchy has been provided which covers areas such as shading (e.g. from balconies), planting / green roof and ventilation strategy. The information submitted is considered sufficient in terms of cooling.

### Green Performance Plan

- 11.390 A Green Performance Plan and post occupation Green Performance Plan will be secured through the Section 106 agreement.
- 11.391 Sustainable Urban Drainage System (SUDS): Policy DM6.6 is concerned with flood prevention and requires that schemes must be designed to reduce surface water run-off to a 'greenfield rate', where feasible.
- 11.392 The application is accompanied by a Flood Risk Assessment (FRA) as the site is located within Flood Zone 1 (less than 1 in 1,000 annual probability of river or sea flooding) but the site is located within a Critical Drainage Area. The FRA concludes that that the site the site is at relatively low risk of flooding caused by fluvial/tidal, surface water, groundwater or sewers and this would remain the case post development. The FRA also notes that there are no records of flooding on the site.
- 11.393 There will be separate drainage systems for the residential and school uses on the site and the proposed runoff rate for each network will be 5l/s, and will therefore discharge to the existing combined sewer at 10l/s. In order to achieve the proposed discharge rates for a 1 in 100 year storm event plus a 40% allowance for climate change it is proposed to use a geo-cellular system to provide 166m<sup>3</sup> of storage for the school and 30m<sup>3</sup> of storage for the residential development. It is recommended that the proposed surface water drainage attenuation measures are secured by condition.
- 11.394 The Council's Sustainable Design Officer has reviewed the proposals and has raised no objections subject to details of green roofs and SUDS measures to be secured by condition.
- 11.395 The proposal is considered acceptable in terms of surface water drainage and flood risk.

### Basement Development

- 11.396 The proposed development was revised in January 2018 to include the provision of a basement to accommodate plant, services and bicycle storage in order to introduce an active frontage at ground floor level.
- 11.397 The Council's Basement Development SPD (January 2016) requires that planning applications for basements should be accompanied by a Structural Method Statement which must be signed and endorsed by a Chartered Civil Engineer or Chartered Structural Engineer with relevant experience, appointed by the applicant.
- 11.398 Types of investigations that should be used to inform the design process include:
- site history
  - site survey (existing buildings and other structures)
  - underlying geology
  - groundwater level
  - current and historic watercourses
  - areas of archaeological interest (archaeological priority areas and scheduled monuments)
  - existing trees
  - underground infrastructure (e.g. utilities, services, tunnels and drains)

- listed buildings in proximity to the site
- constructed and/or consented schemes with basements in proximity to the site.

- 11.399 The application is not accompanied by a Basement Impact Assessment at the time of writing due to timescales. However, the applicant has provided the following commentary in relation to the above considerations.
- 11.400 Site history: The site and surrounding area was heavily affected by bomb damage during World War II and the application is accompanied by an Unexploded Ordnance Report which is considered in more detail later within this report. The existing school building was constructed in 1972 and is to be demolished as part of the comprehensive development of the site.
- 11.401 Site Survey: The site is to be redeveloped with all buildings and structures removed.
- 11.402 Underlying Geology: The application is accompanied by a Ground Condition Survey which indicates that the ground to be excavated to construct the basement would comprise a mixture of clay, sand and gravel.
- 11.403 Topography: The site is generally flat, with some minor increase in levels predominantly going east-west. The site levels are to be adjusted as part of the wider development and the proposed basement will have no impact on the approach being taken.
- 11.404 Current and historic water courses: There are no current or historic water courses on or adjacent to the site.
- 11.405 Groundwater level: The application is accompanied by a Flood Risk Assessment which provides an assessment of the ground conditions of the site and concludes that the site lies in an aquifer in which flow is virtually all through fractures and other discontinuities, with essentially no groundwater. Groundwater is present in the River Terrace Deposits at approximately 7.5 m below ground level. Accordingly, the creation of the proposed basement will have no detrimental impact upon groundwater.
- 11.406 Flooding: Section 4 of the Flood Risk Assessment discusses likely sources of flooding, concluding that the site is at relatively low risk of flooding caused by fluvial/tidal, surface water, groundwater or sewers.
- 11.407 Trees: There are no trees located in the area of proposed basement. There are two grouped trees to the south of the basement area which are to be removed to facilitate the proposed development. The proposed basement will not be impacted by the proposed street-tree planting to Golden Lane.
- 11.408 Areas of archaeological interest (archaeological priority areas and scheduled monuments): The application is accompanied by an Archaeological Assessment which is considered in detail later within this report. The Assessment identifies potential for archaeological remains on site and it is recommended that archaeological mitigation in accordance with a written scheme of investigation is secured by condition.
- 11.409 Listed buildings in proximity to the site: The listed buildings of the Golden Lane Estate are located to the south and west of the site. Basterfield House to the south is located 23 m



from the nearest basement wall, and Hatfield House to the west is located 67 m from the nearest basement wall. The proposed basement is a sufficient distance from the listed buildings to ensure that there will be no structural impact.

- 11.410 Underground infrastructure (utilities, services, drains and tunnels): The basement area falls within a wider site that is to be redeveloped. Accordingly any services within the site will be moved as part of the scheme in a coordinated manner. There will be no impact to underground infrastructure.
- 11.411 Other consented or constructed basements in proximity to the site (to identify potential cumulative impacts): The Golden Lane Estate benefits from differing level changes and basement servicing from Baltic Street West. The proposed basement is located a sufficient distance from these established basement areas and the proposed basement should result in no cumulative impact.
- 11.412 On the basis of the above information it is considered that sufficient information has been provided to satisfy Officers that a basement design can be progressed without any likely adverse impacts in terms of

## **Highways and Transportation**

### Transport Assessment

- 11.413 The application is accompanied by a Transport Assessment which addresses the anticipated impacts of the proposed development on public transport, the local highway network and pedestrians and cyclists.
- 11.414 The Assessment identifies that there would be a negligible impact on the public transport network as a result of the proposed development. Furthermore, as the development is car free it is anticipated that the impact on the highways network will be limited to delivery and servicing trips for the school and accordingly it is anticipated that there will be a negligible impact on the highways network.
- 11.415 The GLA Stage 1 comments advise that the Transport Assessment should be revised to reflect deliveries and servicing vehicle trips and any pick up/drop offs. The applicant's transport consultants have provided a response in which they note that deliveries and servicing will be the subject of a Delivery and Servicing Plan and are anticipated to take place outside of the AM and PM peak and have therefore not been included in the peak hours assessment included within the Transport Assessment. In relation to pick up/drop offs, the transport consultants have modelled a worst case scenario and advise that there would be a marginal amount of traffic generated by the school use with an average of one car journey every two to three minutes during the AM peak and negligible movements during the PM peak. It is also stated that there is also a strong likelihood that these trips would be link trips and journeys that already exist on the highway network, therefore these may not be additional to the network.
- 11.416 A number of objections have raised concerns that, due to pupils attending the school who do not reside in the immediate locality, there will be a greater number of car trips associated with the school use than anticipated within the Transport Assessment. The applicant's transport consultants have responded that pupils travelling from the Canonbury area are expected to arrive by public transport as Bus Route 4 provides a direct connection

to the school (Baltic Street West stop on Goswell Road). The transport consultants also refer to the worst case scenario detailed above which was modelled in response to TfL's comments. It is further noted that if cars were to use Golden Lane for drop off, then pay & display bays on Golden lane can be used for this purpose. The cost of parking on Golden Lane is £4.80 per hour which, coupled with the increase in restriction hours on the Islington side of Golden Lane, should discourage drop offs by car. Vehicular travel can be further addressed through the implementation of stricter targets within the school Travel Plan (which would be secured by legal agreement) with regular monitoring during the first few years of operation to ensure that targets are being achieved.

- 11.417 If vehicle travel is a concern, it would be appropriate to implement stricter targets through the school travel plan (secured via s106), with more regular monitoring during the first few years of operation to ensure that targets are being achieved.
- 11.418 The Transport Assessment includes Pedestrian Environment Review System (PERS) Audit and a Cycle Level of Service (CLOs) and conclude that there would be no detrimental impact as a result of an increase in pedestrians and cyclists within the area.
- 11.419 The GLA Stage 1 comments note that the Pedestrian Environment Review Survey (PERS) audit identifies low scoring areas but no potential improvements. Improvements and means of delivery should therefore be identified in line with the Mayor's and TfL policy documents on Healthy Streets, and the draft Mayor's Transport Strategy.
- 11.420 The applicant has commented that no link, crossing, public transport waiting area or public space achieved less than an 'Amber' rating and notes that the TfL guidance on PERS audits advises that 'Amber' represents average provision, with some features that potentially give cause for concern. The applicant states that the amber links, crossings, etc. are not of a poor quality and that many of the links, particularly the streets to the north of the site such as Garrett Street, Honduras Street, Timber Street, etc. have narrow footways resulting in lower scores, most of which experience very low pedestrian footfall. The applicant further advises that, as the streets are not key routes, they are mainly used for pedestrian access only and, due to the constrained widths of the footways, it is difficult to improve the quality of these links. It is therefore suggested that the main links, which have achieved higher scores and are therefore deemed as better pedestrian routes, will be promoted through improved signage to the school and wider Golden Lane Estate. It is recommended that improved signage be secured through a Section 106 agreement, as requested by the GLA within the Stage 1 response.

#### Car Parking

- 11.421 The proposed development would be car free.
- 11.422 The GLA Stage 1 comments also advise that at least one on-site/off-site Blue Badge car parking space should be provided with suitable drop off/pick up facilities for disabled people. The applicant advises that two on-street disabled car parking spaces would be provided. One of these would replace an existing disabled parking space within a garage on the service road adjacent to Basterfield House whilst the second will be provided for blue badge holders.
- 11.423 The applicant advises that the City of London have acknowledged the need to provide these spaces within the highway. Should there be a conflict over providing spaces within

the highway due to demand for spaces in the area, the City of London have acknowledged that a review of estate parking will be required and that the same level of parking around the area would be maintained so that parking for blue badge holders can be located within an appropriate distance of the site. Further discussions are taking place in relation to on-street disabled parking and it is anticipated that this matter can be satisfactorily resolved and an appropriate arrangement can be secured through a Section 106 and, as appropriate, a Section 278 agreement. An update on this matter will be provided verbally at the committee meeting.

#### Construction Management Plan

- 11.424 The application is accompanied by a Draft Construction Management Plan which sets out the construction methodology, programme and general logistical requirements for the proposed development.
- 11.425 The GLA have requested a two stage condition which would require an initial Construction Logistics Plan to be agreed prior to the appointment of a contractor and a further Plan to be agreed following the appointment of a contractor. The applicant advises that a contractor is already in place subject to the grant of planning permission and it is therefore recommended that a single stage Demolition and Construction Logistics Plan be secured by condition to incorporate the requirements of the GLA, Islington's Public Protection Officer and also requests from the City of London.
- 11.426 It is also recommended that a Demolition Construction Environmental Management Plan be secured by condition should planning permission be granted which would also be required to incorporate requirements of the GLA, Islington's Public Protection Officer and the City of London.

#### Public Realm Works

- 11.427 No objections are raised in relation to the public realm works proposed on Golden Lane and Baltic Street East and these would be secured through the Section 106 agreement and a Section 278 agreement.

#### Servicing

- 11.428 The application states that servicing for the proposed residential use is anticipated to be 'minimal', with a small number of deliveries (e.g. Amazon or supermarket) occurring at off-peak times on an ad-hoc basis to Golden Lane.
- 11.429 Servicing for the proposed school use is anticipated to typically comprise 2 to 3 vehicular deliveries per day and is expected to comprise:
- A weekly Bin Collection;
  - A biweekly Recycling Collection;
  - A daily Kitchen Delivery;
  - A daily post delivery (made on foot); and
  - A further daily delivery for other resources.
- 11.430 Delivery and servicing for the school would take place from Baltic Street West. The applicant has submitted a vehicle tracking diagram demonstrating that a 7.5 tonne box van which would be expected to carry out the servicing can perform a three point turn on Baltic Street West. It is proposed that the trips would be the subject of a Delivery and Servicing

Plan with deliveries timed for day time hours when Pupils are within the school in order to avoid conflict between pupils and delivery vehicles and unsocial delivery times for residents living in close proximity to the school. Refuse vehicle servicing is addressed below.

- 11.431 Further discussions are taking place in relation to servicing arrangements including the on-street servicing proposals on Golden Lane. It is anticipated that these matters can be satisfactorily resolved and appropriate arrangements can be secured through a Section 106 and a Section 278 agreement. An update on this matter will be provided verbally at the committee meeting.

#### Waste

- 11.432 The proposed residential bin stores are located on the ground floor of the building with doors on the northern elevation of the residential building with gates opening up onto Golden Lane to facilitate easy access in line with the Council's standards. It is anticipated that the residential refuse and recycling collections would take place bi-weekly.
- 11.433 It is anticipated that there would be a weekly bin collection and a bi-weekly recycling collection for the school use which would take place from Baltic Street West. The refuse vehicles then using the existing underground service route accessed to the front of Hatfield House which runs south under the Golden Lane Estate and exits onto Fann Street, in line with existing arrangements. The school's facilities manager will be responsible for moving the refuse from the bin store to the on-street location for collection. The proposed refuse servicing arrangements would involve an additional stop for the refuse vehicle on an existing route, which already operates via the Golden Lane Estate underground service road.
- 11.434 The proposed waste collection arrangements have been considered against the Council's recycling and refuse storage arrangements and are considered acceptable subject to a condition securing further details of the refuse collection point.

#### Cycle Access and Parking

- 11.435 Policy DM8.4 (Walking and Cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking.
- 11.436 Islington's cycle parking requirements are set out in Appendix 6 of the Development Management Policies document and give rise to a requirement for 102 spaces for the residential use and 46 spaces for the school use. The London Plan cycle parking requirements are set out in Table 6.3 and specify a requirement for 98 long stay spaces and one short stay space for the residential use and 56 long stay and 4 short stay spaces for the school use. 102 long stay spaces will be provided for the residential use, in line with Islington's requirements, whilst 12 spaces will be provided for the school use. TfL have commented that 56 long stay and 4 short stay spaces should be provided. 48 long stay and 12 short stay cycle parking spaces are proposed for the school use.
- 11.437 School cycle parking standards do not differentiate between secondary and primary school children, and it may be considered that secondary schools would be likely to generate a greater level of cycling than a primary school. It is also the case that some pupils, and increasing numbers of pupils in the future, would live in close proximity to the school. It is therefore considered that the shortfall in the provision of long stay spaces and the

corresponding over provision of short stay spaces would represent an acceptable provision of cycle parking for the school use in this case. Conditions are recommended to secure these spaces.

- 11.438 The proposed development would not meet the specific requirements of the Development Plan in terms of numbers of long stay and short stay cycle parking spaces but would meet the overall numerical requirement. It is recommended that cycle parking for the development be secured by condition should planning permission be granted.

#### Travel Plan

- 11.439 The application is accompanied by a draft Travel Plan.
- 11.440 The GLA Stage 1 comments advised that mode share targets for walking and cycling put forward in the draft Travel Plan are unambitious and should be higher in line with the draft Mayor's Transport Strategy approach and to reflect local context. The Travel Plan should therefore be redrafted to reflect these concerns prior to determination and appropriately secured.
- 11.441 The applicant has submitted a revised residential Travel Plan which reflects the emerging London Plan's emphasis on the health benefits of walking and cycling and therefore includes more ambitious targets to further increase the walking and cycling from the site, particularly from the residential development.
- 11.442 Objections have been received in relation to nearby residents' views that a significant portion of the school role would be from locations beyond walking distance to the site and that this would create safety concerns. It is noted that a revised Travel Plan was received from the applicant and that the City has recommended further details of measures to discourage private car use. In this regard, a bespoke targeted Travel Plan is to be required as part of the s106 legal agreement to specifically:
- Discourage private car use.
  - Measures to stop idling engines and any other relevant measures.
  - It is noted that some schools have adopted processes of fining parents who drive children to school and this is not ruled out as an option to seek to address air quality concerns.

#### Wind Impact

- 11.443 The application is not accompanied by a wind impact assessment. The applicant has advised that a preliminary report for an earlier iteration of the scheme was prepared by BMT Fluid Mechanics for internal purposes only to inform the bulk, massing and design approach of the scheme. The report identified that the proposed development is well sheltered by neighbouring developments (bar the west facing façade of the residential block). It stated that:

*"...the balcony configuration across the aforementioned façade of the proposed development will have a beneficial impact on wind conditions, alleviating the potential for downdraughts and corner accelerations. Consequently, wind conditions around the proposed development at ground level are expected to rate as suitable, in terms of both pedestrian safety and comfort, for their intended usages."*

- 11.444 Accordingly, the report concluded that *“The introduction of the proposed development is expected to have a negligible impact on the wind conditions within its immediate surrounding.”*
- 11.445 The assessment noted that the proposed balconies needed to include solid balustrades to ensure that the environmental conditions on the balconies are at a comfortable level. This has been taken forward in to the scheme as shown on the submitted plans. The applicant advises that, given the conclusions of the initial testing, further modelling was not taken forward through the design development.
- 11.446 It would appear credible that, given the height of the building and the design, which incorporates balconies and decks which may cause an obstruction to any downdraft, that the proposed tall building would be unlikely to result in any adverse wind impacts at street level. Nevertheless, a condition securing wind mitigation measures is recommended.

### **Archaeology**

- 11.447 The site is located within an Archaeological Priority Area and the application is accompanied by an Archaeological Desk Based Assessment. The Assessment identifies that the site was at least partly developed by the late 16th century and therefore a programme of archaeological mitigation works is envisaged. In particular, it is noted that the site has a low to medium potential for Roman remains, a medium to high potential for medieval remains and a high potential for post-medieval remains.
- 11.448 Historic map regression suggests that at least three cycles of building and demolition have taken place on the site, which was also bombed during the Second World War. It is therefore likely that evidence of previous phases of use will have been impacted by subsequent development, although the extent to which earlier remains survive cannot be confirmed without investigations on the ground. It is therefore recommended that a two stage programme of investigation be undertaken prior to the commencement of development as follows:
- 1) An archaeological watching brief during the excavation of geotechnical test pits following demolition of existing buildings - this would give a clear indication, of both the potential for archaeological remains to survive, and the areas of the site where they are likely to be located.
  - 2) An archaeological trial trench evaluation which would follow the watching brief and focus on areas where the geotechnical pits indicated a potential for buried archaeological remains to survive.
- 11.449 Should the presence of buried archaeological remains be confirmed then it is likely that further mitigation works would be required. It is recommended that the scope of any further archaeological works would be limited to the excavation and recording of any remains which would be directly impacted by the development. A programme of post-excavation analysis, reporting and dissemination would be carried out as necessary.
- 11.450 Historic England (Greater London Archaeology Advisory Service) agree with the applicant’s assessment of the potential for archaeological remains. It is noted that no substantive assessment is made of the impact of the proposed development, in the absence of which there is a risk of substantial harm to any surviving buried archaeological remains. Further information is required on the survival, character, extent, depth and

significance of archaeological remains to develop a 'deposit model' in order to meaningfully assess the archaeological impact of development and means of mitigating that impact. It is therefore recommended that investigations be carried out as proposed within the applicant's Assessment. A field evaluation report, which would normally include the excavation of trial trenches, would usually be used to inform a planning decision prior to determination but can also be required by condition to refine a mitigation strategy after permission has been granted.

- 11.451 GLAAS advise that the nature and scope of assessment and evaluation should be agreed and carried out prior to any grant of planning permission. The subsequent archaeological report would be required to establish the significance of the site and the impact of the proposed development which would inform a recommendation by GLAAS. Archaeological safeguards could involve design measures to preserve remains in situ or, where that is not feasible, archaeological investigation prior to development. GLAAS advise that if a planning decision is to be taken without the provision of sufficient archaeological information then the failure of the applicant to provide adequate archaeological information would constitute grounds for refusal of planning permission.
- 11.452 The representation from GLAAS is noted. However, there is a building in place on much of the site and it is understood that the excavation of archaeological trenches would involve significant intrusive works which would cause substantial damage to the existing building.
- 11.453 It is considered that any archaeological interest on the site can be satisfactorily safeguarded through a planning condition securing a programme of archaeological investigation prior to the commencement of development (excluding demolition) where there is likely to be any impact on remains as a result of the proposed development. This would facilitate the demolition of the existing building prior to excavation of archaeological trenches. On this basis, the proposal is considered acceptable in terms of archaeology and to accord with London Plan, Islington and City of London's policies subject to conditions.

### **Contaminated Land**

- 11.454 Policies 5.21 of the London Plan, DM6.1 of the Council's Development Management Policies document and DM15.8 of the City of London's Local Plan require the identification and appropriate remediation of contaminated land.
- 11.455 The application is accompanied by a Ground Condition Survey which includes a desktop Geo-Environmental Risk Assessment which advises that elevated concentrations of potential contaminants are likely to be present in the near-surface soils on the site and any free waters in those soils associated primarily with former commercial and industrial uses on the site. The Risk Assessment indicates no significant risk to human health, controlled waters or ecology and wildlife as a result of the proposed development. Accordingly, the site would not be designated as contaminated land under Part II(a) of the Environmental Protection Act 1990. It is therefore suggested that a ground investigation is not required to support the planning application and any requirement for an intrusive geo-environmental investigation can be dealt through a condition should planning permission be granted.

11.456 The Council's Public Protection Officer has raised no objections to the proposed development in terms of contaminated land subject to a condition securing a land contamination investigation and any required contamination remediation works.



## **Unexploded Ordnance**

11.457 The application is accompanied by a Detailed Unexploded Ordnance (UXO) Threat and Risk Assessment which identifies that there is a medium risk of unexploded ordnance on the site. The following risk mitigation measures are recommended:

- Site specific unexploded ordnance awareness briefings to all personnel conducting intrusive works;
- Unexploded ordnance specialist on-site support;
- Intrusive Magnetometer Survey of all borehole and pile locations/clusters down to maximum bomb penetration depth.

11.458 The Council's Public Protection Officer has recommended that the above recommendations are secured by a condition (No. 8).

## **Planning Obligations and Community Infrastructure Levy**

11.459 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

11.460 The Section 106 agreement would include the following agreed Heads of Terms:

1. On-site provision of 66 affordable (social rented) housing units with nomination rights split between the City of London and Islington in line with agreed principles
2. Community Use agreement and management plan for the school hall
3. Contribution in lieu of on-site children's play space of £134,676.
4. Residents of the residential building to have unrestricted access of the school's MUGA outside of school hours in accordance with an agreed management programme.
5. The relocation of the Adult Community Education centre *Update to be provided and this may not be required as a Head of Term.*
6. Public realm improvements along the public right of way between the site and Basterfield House and on Golden Lane and Baltic Street West.
7. Submission of a Green Performance Plan and a post occupation Green Performance Plan.
8. Future proofing for connection to a local energy network if a viable opportunity arises in the future.
9. Contribution of £155,991 towards offsetting projected residual CO2 emissions of the development.
10. Compliance with the Code of Employment and Training.
11. Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI.
12. Compliance with the Code of Local Procurement.
13. Compliance with the Code of Construction Practice, including a monitoring fee of £6,000 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.

14. The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required.
15. Provision of 2 accessible (blue badge) car parking bays.
16. Provision of a contribution of £10,000 towards provision of on-street bays or other accessible transport initiatives.
17. Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase.
18. Removal of eligibility for residents' car parking permits.
19. Payment of Council's fees in preparing and monitoring the S106.
20. Improved signage to school and wider Golden Lane Estate.

11.461 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

## **12. OVERALL ASSESSMENT, SUMMARY AND CONCLUSION**

- 12.1 As identified within this report, the proposed development would result in identified benefits and identified harm in planning terms.
- 12.2 Section 70(2) of the Town and Country Planning Act 1990 states that in dealing with a planning application 'the authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material consideration.'
- 12.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that 'If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'
- 12.4 There are the following additional requirements when considering planning applications which affect the setting of a listed building or the character and appearance of a conservation area. (Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that: 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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'.
- 12.5 Section 72(1) of the Act states: 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

- 12.6 The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation Areas) Act 1990 is, respectively, to require decision-makers to give considerable weight and importance to the desirability of preserving the setting of listed buildings, and to the desirability of preserving or enhancing the character or appearance of a conservation area.
- 12.7 The NPPF states at paragraphs 132 and 134-135, inter alia, that:
132. *'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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification...'*
134. *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 securing its optimum viable use.*
135. *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 affect directly or indirectly 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.'*

#### Assessment of Harm

- 12.8 It is considered that the introduction of a highly prominent tall building will result in some harm to the settings of Basterfield House and Hatfield House and the St. Luke's Conservation Area from views from the west. Similarly, the proposed residential building will result in harm to the setting of the St Luke's Conservation Area in views from the east.
- 12.9 The proposed development will result in harm to the setting of the Golden Lane Estate as a whole in views from within the estate, most notably through the introduction of bulky and looming development into a previously open diagonal view across the estate, detracting from an appreciation of the unity and spatial composition of the existing buildings. This harm to the setting of the estate is considered particularly harmful in terms of the identified contribution of the setting to the significance of the Golden Lane Estate.
- 12.10 The proposal will result in harm in heritage terms to the setting of the Grade II listed Stanley Cohen House and harm to the setting of the St. Luke's Conservation Area, including the two locally listed buildings located within the St Luke's Conservation Area fronting Golden Lane on the Golden Lane street scene through its uncomfortable design and its dominant and excessive height, scale and massing with little space around it to provide relief.
- 12.11 Overall, it is considered that this harm will constitute less than substantial harm to the significance of designated heritage assets. In cases where the degree of harm is considered to be less than substantial, paragraph 134 of the NPPF requires that the harm should be weighed against the public benefits of the proposal. The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation

Areas) Act 1990 is that where harm is identified, that harm should be given considerable importance and weight in the planning balance.

- 12.12 It is considered that the proposed residential block, by reason of its excessive height, scale and massing with little space around it to provide relief, would overall result in a significant degree of harm to the appearance of the Golden Lane street scene in views from the north and the south. This harm includes the aforementioned harm in heritage terms to the settings of Stanley Cohen House, the Golden Lane Estate as a whole, and the St. Luke's Conservation Area.
- 12.13 The block would also result in some harm in general townscape terms in views from the east and the west, and this includes the aforementioned harm to the settings of Hatfield House, Basterfield House and the St. Luke's Conservation Area.
- 12.14 The proposal will result in harm in policy terms due to conflict with Policy CS9 of the Core Strategy and Policy BC9 of the Finsbury Local Plan. The site is located outside of the locations identified as suitable for tall buildings identified in Policy BC9. Even if the site were located in an area suitable for tall buildings the proposal is not considered to meet the criteria set out in Policy BC9(D) for tall buildings to be acceptable. In particular,
- The building would be harmful in street level views and would not enhance long-distance views.
  - The building would harm the setting of designated and non-designated heritage assets.
  - The building would fall short of the requirement to deliver an exceptional standard of architecture
  - The development would not provide public space.
- 12.15 Similarly, the proposal is not considered to meet the criteria set out in Policy 7.7 of the London Plan for tall buildings to be considered acceptable. In particular:
- The scale, mass and bulk of the building would result in harm to the character of the area.
  - The building would be at odds with the form, proportion, composition, scale and character of surrounding buildings, the urban grain on the Golden Lane frontage
  - The building would not enhance the skyline and image of London.
  - The development would not contribute to improving the permeability of the site and wider area.
  - The building would harm designated and non-designated heritage assets.
- 12.16 Furthermore, the proposal is not considered to meet the criteria set out in Policy CS14 of the City of London Local Plan for tall buildings to be considered acceptable (although it is noted that the City planners have not raised such an objection although have concluded less than substantial harm in heritage terms, that could be reduced by further detailed design work to be secured by conditions. In particular, the building does not represent an example of world class architecture which has suitable regard to the character and amenity of its surroundings and the significance of heritage assets.
- 12.17 The proposal is also considered to be contrary to London Plan policies 7.4 (Local Character) and 7.6 (Architecture), Islington Development Management Policies document

policy DM2.1 (Design) and City of London Local Plan policy DM10.1 (New Development) for the reasons set out above.

- 12.18 The proposal will result in harm to the residential amenities of properties in Banner House, Basterfield House and Hatfield House by reason of loss of daylight. Whilst some inevitable loss/harm would be expected due to the underutilised nature of this central London site, there is nevertheless harm caused to living conditions.
- 12.19 There is a lack of off-street servicing arrangements for the school and the residential development. Due to the sensitive nature of the school use, this will need to be very carefully managed to ensure that this is an acceptable arrangement and will need to be part of a management plan within the s106 agreement.

#### Assessment of Benefits

- 12.20 The City of London Primary Academy Islington is now an established school which opened in September 2017 and currently occupies temporary accommodation. The delivery of a new school facility is required in order to provide permanent accommodation for the school which will continue accept a new reception year intake each September.
- 12.21 The proposal will result in a substantial public benefit through the delivery of a 2 form entry primary school to address existing and in particular future demand for school places within the surrounding area, through the provision of 420 additional primary school places. The proposed development will also provide social infrastructure through the delivery of a nursery with capacity to accommodate 38 children, resulting in a further public benefit. It is noted that London's, Islington's and the City's populations are all set to continue to increase and there are scarce locations for new schools to be located. In this regard the re-use of an existing school site for increased primary school provision is strongly supported and the National Planning Policy Framework places great weight on the need to support proposals for new and improved schools. The design of the school is considered to offer a very high quality education facility for a central London location (scarcity of land availability).
- 12.22 The proposal will result in the delivery of 66 units of good quality social rented affordable housing. Islington will have nomination rights for 33 (50%) of these units. This social rented housing will assist in addressing a significant and pressing need within the borough and will result in a substantial public benefit.
- 12.23 The proposed development would deliver 3 small / micro office units which is a size and type of use that historically contributed to the character of the area and additionally supports a diverse local economy which supports and complements the central London economy (consistent with Core Strategy CS13). The provision of these units is strongly supported in policy terms and is considered to be a public benefit of the scheme additionally as providing an active vibrant street frontage to the benefit of the public realm and functioning of Golden Lane which at this end has a lack of active uses and so will bring surveillance and public safety benefits.
- 12.24 The proposed development includes proposals for public realm and tree and landscape improvements to the surrounds of the site. Golden Lane would benefit from a widened footway with 5 street trees planted along its length. The Basterfield service lane would be upgraded with improved paving, new bollards and green walls along the proposed sports

hall. Baltic Street West would benefit from public realm improvements also. The site would see the replacement of a number of category C trees that are noted to have approximately 10 years of continued life span remaining. A total of 20 new trees would be planted (including the 5 on Golden Lane) which would represent an uplift in tree cover and when considered alongside the green roof and wall to the sports hall would represent an enhancement in biodiversity value across the site.

- 12.25 Overall, it is considered that, in view of the identified educational and housing need, substantial weight can be attached to these substantial public benefits. Additionally the public benefits of active frontage with greater surveillance and small / micro units which are regarded as affordable by virtue of their size, the enhancement to the public realm surrounding the site and the public benefits of tree and biodiversity enhancements when taken together are considered to further increase the substantial public benefits arising from these proposals.

#### Conclusion on Planning Balance

- 12.26 It is considered that the overall harm arising from the proposed development identified above is considerable. However, it is also considered that the overall benefits arising from the proposal are also considerable. This is considered to be a finely balanced case with great weight to be attached to both the harm (particularly the heritage and townscape harm) and the benefits (particularly the social housing and new school and nursery) and on balance, it is considered that the proposal is acceptable in planning terms.

#### Conclusion

- 12.27 It is recommended that planning permission be granted for that part of the proposed development within the London Borough of Islington subject to:
- a) the conditions set out in Appendix 1; and
  - b) the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1; and
  - c) the City of London resolving to grant planning permission in respect of duplicate application reference 17/00770/FULL on the same terms as 1 a) and b) for that part of the proposed development within the City of London; and
  - d) any direction by the Mayor of London to refuse the application or for it to be called in for the determination by the Mayor of London.

AND to delegate to the Corporate Director of Environment & Regeneration in consultation with the Chair of the Committee to make minor amendments to the Heads of Terms and conditions following the resolution of the City of London to ensure consistency.

# APPENDIX 1 – RECOMMENDED CONDITIONS

## RECOMMENDATION A

That planning permission be granted **for the reasons summarised in paragraphs 12.1-12.26 of this report** and subject to the prior completion subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service.

1. On-site provision of 66 affordable (social rented) housing units with nomination rights split between the City of London and Islington in line with agreed unit allocations
2. Community Use agreement and management plan for the school hall
3. Contribution in lieu of on-site children's play space of £134,676.
4. Residents of the residential building to have unrestricted access of the school's MUGA outside of school hours in accordance with an agreed management programme.
5. The relocation of the Adult education centre. *Note: this may not be required as a Head of Term and an update will be provided.*
6. Public realm improvements along the public right of way between the site and Basterfield House and on Golden Lane and Baltic Street West.
7. Submission of a Green Performance Plan and a post occupation Green Performance Plan.
8. Future proofing for connection to a local energy network if a viable opportunity arises in the future.
9. Contribution of £155,991 towards offsetting projected residual CO2 emissions of the development.
10. Compliance with the Code of Employment and Training.
11. Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI.
12. Compliance with the Code of Local Procurement.
13. Compliance with the Code of Construction Practice, including a monitoring fee of £6,000 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
14. The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required.
15. Provision of 2 accessible (blue badge) car parking bays.
16. Provision of a contribution of £10,000 towards provision of on-street bays or other accessible transport initiatives.
17. Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase.

- 18. Removal of eligibility for residents' car parking permits.
- 19. Payment of Council's fees in preparing and monitoring the S106.
- 20. Improved signage to school and wider Golden Lane Estate.

That, should the **Section 106** Deed of Planning Obligation not be completed within 13 weeks / 16 weeks (for EIA development) from the date when the application was made valid, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

ALTERNATIVELY should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure to the heads of terms as set out in this report to Committee.

**RECOMMENDATION B**

That the grant of planning permission be subject to **conditions** to secure the following:

<b>1</b>	<b>Commencement (compliance)</b>
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
<b>2</b>	<b>Approved plans list (compliance)</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>COL-HBA-00-00-DR-A-00_0010 Rev. P2; COL-HBA-00-00-DR-A-00_0011 Rev. P1; COL-HBA-00-00-DR-A-00_0012 Rev. P1; COL-HBA-00-00-DR-A-00_0013 Rev. P1; COL-HBA-00-00-DR-A-00_0014 Rev. P1; COL-HBA-00-00-DR-A-00_0015 Rev. P2; COL-HBA-00-00-DR-A-00_0020 Rev. P1; COL-HBA-00-00-DR-A-00_0021 Rev. P1; COL-HBA-00-00-DR-A-00_0022 Rev. P1; COL-HBA-00-00-DR-A-00_0050 Rev. P1; COL-HBA-00-00-DR-A-00_0051 Rev. P1; COL-HBA-00-00-DR-A-00_0052 Rev. P1; COL-HBA-00-00-DR-A-00_200 Rev. P2; COL-HBA-00-00-DR-A-00_201 Rev. P5; COL-HBA-00-00-DR-A-00_202 Rev. P5; COL-HBA-00-00-DR-A-00_203 Rev. P5; COL-HBA-00-00-DR-A-00_204 Rev. P5; COL-HBA-00-00-DR-A-00_205 Rev. P5; COL-HBA-00-00-DR-A-00_206 Rev. P5; COL-HBA-00-00-DR-A-00_207 Rev. P4; COL-HBA-00-00-DR-A-00_208 Rev. P4; COL-HBA-00-00-DR-A-00_209 Rev. P2; COL-HBA-00-00-DR-A-00_0220 Rev. P4; COL-HBA-00-00-DR-A-00_0221 Rev. P3; COL-HBA-00-00-DR-A-00_0222 Rev. P3; COL-HBA-00-00-DR-A-00_0223 Rev. P4; COL-HBA-00-00-DR-A-00_0224 Rev. P4; COL-HBA-00-00-DR-A-00_0225 Rev. P3; COL-HBA-00-00-DR-A-00_0226 Rev. P3; COL-HBA-00-00-DR-A-00_0227 Rev. P3; COL-HBA-00-00-DR-A-00_0240 Rev. P3; COL-HBA-00-00-DR-A-00_0241 Rev. P3; COL-HBA-00-00-DR-A-00_0242 Rev. P2; COL-HBA-00-00-DR-A-PL_0560 Rev. P2; COL-HBA-00-00-DR-A-PL_0561 Rev. P2; COL-HBA-00-00-DR-A-</p>



	<p>PL_0562 Rev. P2; Planning Statement (July 2017); Planning Statement Addendum (October 2017); Heritage Townscape and Visual Impact Assessment (July 2017); Design and Access Statement (July 2017); Design and Access Statement Addendum (October 2017); Sustainability and Energy Statement (July 2017); Sustainability and Energy Statement Addendum (October 2017); Ecology Report (July 2017); Transport Assessment (July 2017); Transport Assessment Addendum (October 2017); Transport Technical Note (February 2018); Draft Travel Plan (Residential &amp; School Uses) (July 2017); Statement of Community Involvement (July 2017); Flood Risk Assessment (July 2017); Site Drainage Report (July 2017); Noise Assessment (July 2017); Noise Assessment Addendum (October 2017); Daylight and Sunlight Assessment (July 2017); Daylight and Sunlight Addendum (October 2017); Archaeological Assessment (July 2017); Utilities and Foul Sewerage Assessment (July 2017); Unexploded Ordnance Survey (July 2017); Draft Construction Management Plan (July 2017); Arboricultural Impact Assessment (July 2017); Fire Strategy (July 2017); Fire Strategy Addendum Technical Note (February 2018); Air Quality Assessment (July 2017); Phase 1 Ground Condition Assessment (July 2017); Housing and Educational Need Statement (January 2018); School Green Performance Plan (October 2017); Residential Green Performance Plan (October 2017).</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p><b>Materials and Samples for school buildings (Compliance and Details)</b></p>
	<p>Details and samples (where appropriate) of the following facing materials for the school buildings shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of superstructure or relevant works. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Brickwork, bond and mortar courses;</li> <li>b) Particulars and samples of the materials to be used on all external faces of the building including external ground and upper level surfaces;;</li> <li>c) Window treatment (including glazing, sections and reveals) and external joinery;</li> <li>d) Doors</li> <li>e) Green procurement plan for sourcing the proposed materials;</li> <li>f) Soffits, handrails and ballustrades;</li> <li>g) Details of junctions;</li> <li>h) Louvres;</li> <li>i) Details of any mansafe system;</li> <li>j) Details of the school entrance on Golden Lane, including surface, wall and soffit treatment and seating;</li> <li>k) Any other materials to be used.</li> </ul> <p>The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste.</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.
4	<p><b>Materials and Samples for residential/commercial building (Compliance and Details)</b></p> <p>Details and samples (where appropriate) of the following facing materials of the residential/commercial building shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of superstructure or relevant works. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Brickwork, bond and mortar courses;</li> <li>b) Particulars and samples of the materials to be used on all external faces of the building including external ground and upper level surfaces;;</li> <li>c) Window treatment (including glazing, sections and reveals) and external joinery;</li> <li>d) Doors</li> <li>e) Green procurement plan for sourcing the proposed materials;</li> <li>f) Soffits, handrails and ballustrades;</li> <li>g) Details of junctions;</li> <li>h) Details of balconies and decks;</li> <li>i) Louvres;</li> <li>j) Details of any mansafe system;</li> <li>k) Details of the ground floor office entrances;</li> <li>l) Details of the top storey of the podium to the residential tower;</li> <li>m) Any other materials to be used.</li> </ul> <p>The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste.</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
5	<p><b>Landscaping/Tree Planting for school (Details)</b></p> <p>CONDITION: A landscaping scheme for the school development shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) specification to ensure successful establishment and survival of new planting.</li> <li>b) a schedule detailing sizes, species and numbers of all new trees/plants;</li> <li>c) a biodiversity statement detailing how the landscaping scheme maximises biodiversity;</li> <li>d) existing and proposed underground services and their relationship to both hard and soft landscaping;</li> <li>e) proposed trees: their location, species and size;</li> <li>f) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>g) specifications, plans sections and details including earthworks, ground finishes, top</li> </ul>

	<p>soiling with both conserved and imported topsoils, levels, drainage and fall in drain types;</p> <ul style="list-style-type: none"> <li>h) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges;</li> <li>i) hard landscaping: including ground surfaces, kerbs, edges, rigid and flexible pavings, unit paving, furniture, steps</li> <li>j) any other landscaping features forming part of the scheme.</li> </ul> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
6	<p><b>Landscaping/Tree Planting for public realm and Basterfield Service Road (Details)</b></p>
	<p>CONDITION: A landscaping scheme for the public realm on Golden Lane and Baltic Street West and for the the Basterfield Service Road shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) specification to ensure successful establishment and survival of new planting.</li> <li>b) a schedule detailing sizes, species and numbers of all new trees/plants;</li> <li>b) a biodiversity statement detailing how the landscaping scheme maximises biodiversity;</li> <li>c) existing and proposed underground services and their relationship to both hard and soft landscaping;</li> <li>d) proposed trees: their location, species and size;</li> <li>e) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>f) specifications, plans sections and details including earthworks, ground finishes, top soiling with both conserved and imported topsoils, levels, drainage and fall in drain types;</li> <li>g) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges;</li> <li>h) hard landscaping: including ground surfaces, kerbs, edges, rigid and flexible pavings, unit paving, furniture, steps</li> <li>i) any other landscaping features forming part of the scheme.</li> </ul> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance /</p>

	<p>watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>7</b>	<b>Tree Pits and Tree Pit Details (Details)</b>
	<p>CONDITION: Details of all tree pits; their locations, dimensions and depths in relation to ground levels, underground services, and hard landscaping shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the relevant works.</p> <p>The tree pits shall be carried out strictly in accordance with the details so approved, provided/installed prior to occupation and shall be maintained as such thereafter.</p> <p>REASON: To secure the appropriate provision of street-trees and to ensure that the life of the trees would not unduly constrained.</p>
<b>8</b>	<b>Green/Brown Biodiversity Roofs (Details)</b>
	<p>CONDITION: Details of the biodiversity (green) roofs as shown on plans COL-HBA-00-00-DR-A-00_202 Rev. P4 and COL-HBA-00-00-DR-A-00_204 Rev. P4 shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works. The biodiversity (green) roofs shall be:</p> <ul style="list-style-type: none"> <li>a) biodiversity based with extensive substrate base (depth 80-150mm); and</li> <li>b) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</li> </ul> <p>Details of the irrigation and maintenance regime for the proposed green roofs shall be submitted to and approved in writing by the local planning authority before any works thereby affected are begun.</p> <p>The biodiversity (green) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
<b>9</b>	<b>Land Contamination (Details)</b>
	<p>CONDITION: Prior to the commencement of works below ground the following</p>

	<p>assessment in response to the NPPF and in accordance with CLR11, BS10175:2011 and the requirements of DEFRA shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>a) A land contamination investigation and risk assessment to establish if the site is contaminated and to determine the potential for pollution.</p> <p>Following the agreement to details relating to point a); details of the following works shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant works commencing on site:</p> <p>b) A programme of any necessary remedial land contamination remediation works arising from the land contamination investigation to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and to the natural and historical environment. 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.</p> <p>The development shall be carried out strictly in accordance with the investigation and any scheme of remedial works so approved and no change therefrom shall take place without the prior written approval of the Local Planning Authority.</p> <p>c) Following completion of measures identified in the approved remediation scheme a verification report, that demonstrates the effectiveness of the remediation carried out, must be produced which is subject to the approval in writing of the Local Planning Authority in accordance with part b).</p> <p>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.</p>
10	<b>Unexploded Ordnance (Compliance)</b>
	<p>CONDITION: The development shall be carried out strictly in accordance with the Detailed Unexploded Ordnance (UXO) Threat and Risk Assessment so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. The following risk mitigation methods shall be implemented during the site development:</p> <ul style="list-style-type: none"> <li>• Site specific unexploded ordnance awareness briefings to all personnel conducting intrusive works;</li> <li>• Unexploded ordnance specialist on-site support;</li> <li>• Intrusive Magnetometer Survey of all borehole and pile locations/clusters down to maximum bomb penetration depth.</li> </ul> <p>REASON: In the interests of the safety of personnel working on site and the public.</p>
11	<b>Fixed Plant (Details and Compliance)</b>

	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating 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. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>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.</p> <p>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.</p> <p>REASON: To protect the amenities of neighbouring residential/commercial occupiers.</p>
12	<p><b>Sound Insulation (Details)</b></p>
	<p>CONDITION: A scheme for sound insulation and noise control measures shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of superstructure in respect of the residential element. The sound insulation and noise control measures shall achieve the following internal noise targets (in line with BS 8233:2014):</p> <p>Bedrooms (23.00-07.00 hrs) 30 dB <math>L_{Aeq,8 \text{ hour}}</math> and 45 dB <math>L_{Amax} \text{ (fast)}</math> (<i>design based on the 10<sup>th</sup> -15<sup>th</sup> highest representative <math>L_{Amax}</math> measured during a typical night-time period</i>)</p> <p>Living Rooms (07.00-23.00 hrs) 35 dB <math>L_{Aeq, 16 \text{ hour}}</math></p> <p>Dining rooms (07.00 –23.00 hrs) 40 dB <math>L_{Aeq, 16 \text{ hour}}</math></p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure satisfactory living conditions for future occupants of the development.</p>
13	<p><b>Use of Generator (Compliance)</b></p>
	<p>CONDITION: Any generator on the site shall be used solely on intermittent and exceptional occasions when required in response to a life threatening emergency or an exceptional event requiring business continuity and for the testing necessary to meet that purpose and shall not be used at any other time. At all times the generator shall be operated to minimise noise impacts and emissions of air pollutants and a log of its use shall be maintained and be available for inspection by the Local Planning Authority.</p> <p>REASON: To minimise adverse air quality.</p>
14	<p><b>Acoustic Barrier to Rooftop Play Area (Details)</b></p>
	<p>CONDITION: Prior to first occupation of the school buildings hereby permitted details of the acoustic barrier to the rooftop play area shall have been submitted to and approved in</p>

	<p>writing by the Local Planning Authority and shall be installed in accordance with the approved details and shall be permanently thereafter.</p> <p>REASON: In the interests of the amenities of the occupants of nearby residential dwellings.</p>
15	<p><b>Piling Method Statement (Details)</b></p> <p>CONDITION: 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. The applicant is advised to contact Thames Water Developer Services on 0800 009 3921 to discuss the details of the piling method statement.</p> <p>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.</p>
16	<p><b>Sewer Vents and Interceptor Traps for School Development (Details)</b></p> <p>CONDITION: Before any piling or construction of basements for the school development is commenced a scheme for the provision of sewer vents and interceptor traps 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 and interceptor traps shall be implemented and brought into operation before the development is occupied and shall be so maintained for the life of the building.</p> <p>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.</p>
17	<p><b>Sewer Vents and Interceptor Traps for Residential/Commercial Development (Details)</b></p> <p>CONDITION: Before any piling or construction of basements for the residential/commercial development is commenced a scheme for the provision of sewer vents and interceptor traps 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 and interceptor traps shall be implemented and brought into operation before the development is occupied and shall be so maintained for the life of the building.</p> <p>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.</p>
18	<p><b>Lighting Plan for School Development (Details)</b></p> <p>CONDITION: Full details of the lighting across the school site shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting strategy shall include</p>

	<p>consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>Prior to commencement of construction a lighting strategy shall be submitted to and approved by the local planning authority. The lighting strategy shall include consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
19	<p><b>Lighting Plan for Residential/Commercial Development (Details)</b></p> <p>CONDITION: Full details of the lighting across the residential/commercial site shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting strategy shall include consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
20	<p><b>Energy Efficiency – CO2 Reduction (Compliance/Details)</b></p> <p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy which shall together provide for no less than a 22.2% on-site total C02 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 as detailed within the Sustainability Statement shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following shall be submitted prior to the commencement of the development:</p> <p>A revised Energy Strategy, which shall provide for no less than a 22.2% onsite total C02 reduction in comparison with total emissions from a building which complies with Building Regulation 2010. This shall include the details of any strategy needed to mitigate poor air quality (such as mechanical ventilation).</p>



	<p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
21	<p><b>Renewable Energy (Compliance)</b></p> <p>CONDITION: The energy efficiency measures/features and renewable energy technology (solar PV panels), which shall provide for no less than tbc% on-site regulated CO<sub>2</sub> reduction as detailed within the 'Energy Strategy' shall be installed and operational prior to the first occupation of the development.</p> <p>Should, following further assessment, the approved renewable energy option be found to be no-longer suitable:</p> <p>a) a revised scheme of renewable energy provision, which shall provide for no less than tbc% onsite regulated CO<sub>2</sub> reduction, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The final agreed scheme shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO<sub>2</sub> emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
22	<p><b>Solar Photovoltaic Panels (Details)</b></p> <p>CONDITION: Prior to relevant works, details of the proposed Solar Photovoltaic Panels at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> <li>- Location;</li> <li>- Area of panels; and</li> <li>- Design (including elevation plans).</li> </ul> <p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development and to secure high quality design in the resultant development.</p>
23	<p><b>Long and Short Stay Cycle Parking Provision (Compliance)</b></p> <p>CONDITION: The long and short stay bicycle parking indicated on approved plans refs. COL-HBA-00-00-DR-A-00_209 Rev. P1 and COL-HBA-00-00-DR-A-00_201 Rev. P4 which shall provide no less than:</p> <ul style="list-style-type: none"> <li>• 102 long stay parking spaces for the residential use</li> <li>• 48 long stay cycle parking spaces for the school use</li> <li>• 12 short stay cycle parking spaces for the school use</li> <li>• 3 long stay spaces for the commercial use</li> </ul>

	<ul style="list-style-type: none"> <li>• 8 short stay spaces on the Golden Lane footway for the residential/commercial use.</li> </ul> <p>The bicycle parking spaces shall be provided prior to the first occupation of the relevant part of the development hereby approved and maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
24	<p><b>Sustainable Urban Drainage System (Details)</b></p>
	<p>CONDITION: Prior to the commencement of construction works 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:</p> <ol style="list-style-type: none"> <li>Fully detailed design and layout drawings for the proposed SuDS components including but not limited to: attenuation systems, rainwater pipework, flow control devices, design for system exceedance, design for ongoing maintenance; surface water flow rates shall be restricted to no greater than 5 l/s from each outfall and from no more than two distinct outfalls, provision should be made for an attenuation volume capacity capable of achieving this, which should be no less than 196m<sup>3</sup>;</li> <li>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.</li> <li>Evidence that Thames Water have been consulted and consider the proposed discharged rate to be satisfactory.</li> </ol> <p>REASON: To improve sustainability, reduce flood risk and reduce water runoff rates.</p>
25	<p><b>Maintenance of SuDS Components (Details)</b></p>
	<p>CONDITION: Prior to the completion of the shell and core of each building a Lifetime Maintenance Plan for the SuDS system shall be submitted to and approved in writing by the Local Planning Authority in conjunction with the Lead Local Flood Authority. The Lifetime Maintenance Plan shall include:</p> <ul style="list-style-type: none"> <li>- A full description of how the system would work, it's aims and objectives and the flow control arrangements;</li> <li>- A Maintenance Inspection Checklist/Log;</li> <li>- A Maintenance Schedule of Work itemising the tasks to be undertaken, such as the frequency required and the costs incurred to maintain the system.</li> </ul> <p>REASON: To improve sustainability, reduce flood risk and reduce water runoff rates.</p>
26	<p><b>Ground Floor Elevations (Details)</b></p>
	<p>CONDITION: Full details of the design and treatment of ground floor elevations of the commercial units shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on the ground floor elevations of buildings. The details shall include: doors, sections, elevational and threshold treatments, all to be shown in context and to a scale of 1:50. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter. The</p>

	<p>approved design/treatments shall be provided prior to the first occupation of the part of the development to which they relate.</p> <p>REASON: To ensure that the Authority may be satisfied with the access arrangements and the street level external appearance / interface of the buildings.</p>
27	<p><b>Roof-Top Plant &amp; Lift Overrun (Details)</b></p> <p>CONDITION: Details of any roof-top structures/enclosures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site for the building to which they relate. The details shall include the location, height above roof level, specifications and cladding and shall relate to:</p> <ul style="list-style-type: none"> <li>a) roof-top plant;</li> <li>b) ancillary enclosures/structure; and</li> <li>c) lift overrun</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of good design and also to ensure that the Authority may be satisfied that any roof-top plant, ancillary enclosure/structure and/or the lift overruns do not have a harmful impact on the surrounding streetscene.</p>
28	<p><b>Future Connection (Details)</b></p> <p>CONDITION: Details of how the boiler and associated infrastructure shall be designed to allow for the future connection to any neighbouring heating and cooling network shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The agreed scheme shall be installed prior to the first occupation of the development hereby approved. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the facility is provided appropriately and so that it is designed in a manner which allows for the future connection to a district system</p>
29	<p><b>BREEAM (Compliance)</b></p> <p>CONDITION: A post construction BREEAM assessment demonstrating that a target rating of 'Excellent' has been achieved for the school and commercial development (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.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
30	<p><b>Delivery Servicing Plan – TfL (Details)</b></p> <p>CONDITION: Delivery and servicing plans (DSP) for the school and residential/commercial parts of the development detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority (in consultation with TfL) prior to the first occupation of the relevant part of the development hereby approved.</p>

	<p>The DSPs shall follow TfL guidance on minimising the impact of freight movements on the transport network.</p> <p>The DSPs shall provide that no servicing shall take place between the hours of 2300 on one day and 0700 on the following day on any day.</p> <p>The building facilities shall thereafter be operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic and do not adversely impact on existing and future residential amenity.</p>
31	<p><b>Demolition and Construction Logistics Plans for School Development (Details)</b></p>
	<p>CONDITION: No demolition or construction works relating to the school development shall take place unless and until a Demolition and Construction Logistics Plan (DCLP) has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The DCLP shall assess the impacts during the demolition and construction phase of the development on surrounding streets and include relevant measures from Section 3 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk.</p> <p>The DCLP should address all vehicular movements to and from the site during demolition and construction phases of development and also demonstrate that vehicular activity associated with construction will be co-ordinated with activity associated with the redevelopment of neighbouring sites in order to manage the cumulative impact on the local highway network.</p> <p>The development shall be carried out strictly in accordance with the approved DCLP throughout the demolition and construction period.</p> <p>REASON: To ensure that demolition and construction works do not have an adverse impact on public safety and the transport network.</p>
32	<p><b>Construction Logistics Plan for Residential/Commercial Development (Details)</b></p>
	<p>CONDITION: No construction works relating to the residential/commercial development shall take place unless and until a Construction Logistics Plan (CLP) has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The CLP shall assess the impacts during the demolition and construction phase of the development on surrounding streets and include relevant measures from Section 3 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk.</p> <p>The CLP should address all vehicular movements to and from the site during demolition and construction phases of development and also demonstrate that vehicular activity</p>

	<p>associated with construction will be co-ordinated with activity associated with the redevelopment of neighbouring sites in order to manage the cumulative impact on the local highway network.</p> <p>The development shall be carried out strictly in accordance with the approved CLP throughout the demolition and construction period.</p> <p>REASON: To ensure that construction works do not have an adverse impact on public safety and the transport network.</p>
33	<p><b>Demolition Construction Environmental Management Plan for the School Development (Details)</b></p> <p>CONDITION: A Demolition and Construction Environmental Management Plan (DCEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any demolition works commencing on site. The report shall assess impacts during the demolition and construction phases of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>THE DCEMP should pay reference to BS5228:2009, LBI's Code of Construction Practice, CoL's Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites (and arrangements for liaison set out therein), the GLA's SPG on construction dust and emissions (including the Non-Road Mobile Machinery register) and any other relevant guidance.</p> <p>The DCEMP shall include details of a telephone contact for neighbouring residents in relation to queries or concerns regarding construction management.</p> <p>REASON: In the interests of residential and local amenity, public safety and air quality.</p>
34	<p><b>Construction Environmental Management Plan for the Residential/Commercial Development (Details)</b></p> <p>CONDITION: A Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any demolition works commencing on site. The report shall assess impacts during the demolition and construction phases of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>THE CEMP should pay reference to BS5228:2009, LBI's Code of Construction Practice, CoL's Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites (and arrangements for liaison set out therein), the GLA's SPG on construction dust and emissions (including the Non-Road Mobile Machinery register) and any other relevant guidance.</p>

	<p>The CEMP shall include details of a telephone contact for neighbouring residents in relation to queries or concerns regarding construction management.</p> <p>REASON: In the interests of residential and local amenity, public safety and air quality.</p>
35	<p><b>Mounting of Mechanical Plant (Details)</b></p> <p>CONDITION: 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.</p> <p>REASON: In order to protect the amenities of occupiers of the building.</p>
36	<p><b>Accessible Housing – Major Schemes (Details)</b></p> <p>CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, 59 of the residential units shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2) and 7 units shall be constructed to meet the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Wheelchair user dwellings' M4 (3). The Category 3 units shall meet the requirements of M4 (3) (2) (b).</p> <p>A total of six 1-bed and one 2-bed units shall be provided to Category 3 standards.</p> <p>A total of twenty-nine 2-bed, twenty-five 2-bed and five three bed units shall be provided to Category 2 standards.</p> <p>Building Regulations Approved Plans and Decision Advice Notice, confirming that these requirements will be achieved, shall be submitted to and approved in writing by Local Planning Authority prior to commencement of superstructure in respect of the residential element.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON - To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs, in accordance with London Plan 2016 policy 3.8 (Housing Choice).</p>
37	<p><b>Air Quality Assessment (Details)</b></p> <p>CONDITION: Prior to the commencement of any works an Air Quality Assessment, that includes an assessment as to whether the development is air quality neutral, shall be submitted to and approved in writing by the Local Planning Authority. If the development is not at least air quality neutral, a scheme to mitigate the air quality impact of the development shall also be submitted and approved in writing by the Local Planning Authority prior to any works taking place. The mitigation scheme shall prioritise mitigation on-site unless it can be demonstrated that on-site provision is impractical or inappropriate. The approved mitigation shall be implemented and maintained as agreed.</p> <p>REASON: In order to positively address local air quality, particularly nitrogen dioxide and particulates PM10.</p>
38	<p><b>Air Quality (Details)</b></p> <p>CONDITION: Prior to the commencement of any superstructure works a site report detailing steps to minimise the development's future occupiers' exposure to air pollution</p>

	<p>shall be submitted to and approved by the Local Planning Authority.</p> <p>The report should consider:</p> <ul style="list-style-type: none"> <li>- Ventilation which draws in clean filtered air</li> <li>- Provision of information for staff and pupils on reducing their exposure to nitrogen dioxide</li> <li>- Measures to promote walking/cycling and public transport</li> <li>- Discouragement of private car use and measures to stop idling engines</li> <li>- Specification of ultra-low nitrogen dioxide boilers</li> <li>- Any greening measures to reduce exposure to nitrogen dioxide; and</li> <li>- Any other relevant measures.</li> </ul> <p>The approved scheme is to be completed prior to occupation of the development and shall be permanently maintained thereafter.</p> <p>REASON: In order to ensure satisfactory air quality for future occupants of the development.</p>
39	<p><b>Combined Heat and Power (CHP) System – Air Quality (Details)</b></p>
	<p>Prior to the installation or subsequent replacement of each CHP system, details and specification of each system shall be submitted to and approved in writing and by the Local Planning Authority. The details and specification of the CHP systems shall include the following:</p> <ul style="list-style-type: none"> <li>• Make and model of the system and details of the additional abatement technology that has been investigated for fitment to reduce air pollution emissions;</li> <li>• Type, height and location of the flue/chimney (including calculation details regarding the height of the flue / chimney);</li> <li>• Certification for use of the flue / chimney in a smoke control area;</li> <li>• A breakdown of emissions factors of nitrogen oxides, particulates and any other harmful emissions from the gas fired CHP and details of any mitigation measures to reduce emissions to an acceptable level (No CHP plant in the thermal input range 50kWth to 20MWth with NOx emissions exceeding that specified in Band B of Appendix 7 to the GLA Sustainable Design and Construction Supplementary Planning Guidance published April 2014 (or any updates thereof applicable at time of installation) will be acceptable);</li> <li>• An assessment of the impact of the emissions to ground level concentrations and any additional impact for surrounding buildings/structures, including the rooftop play area of the school;</li> <li>• An acoustic report for the plant</li> <li>• An ongoing maintenance schedule.</li> </ul> <p>Prior to any CHP plant coming into operation the results of an emissions test demonstrating compliance with the approved emissions factors shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>REASON: In order to ensure satisfactory air quality in the locality.</p>
40	<p><b>Boiler Installation (Compliance)</b></p>

	<p>CONDITION: No boilers that have a dry NOx emission level exceeding 40 mg/kWh (measured at 0% excess O2) shall at any time be installed in the building.</p> <p>REASON: In order to ensure satisfactory air quality in the locality.</p>
41	<p><b>Refuse/Recycling Provided (Compliance)</b></p> <p>CONDITION: The dedicated refuse / recycling enclosures indicated on approved drawings ref. COL-HBA-00-00-DR-A-00_201 Rev. P4 shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>All the occupants of the development shall have access to and be required to place their waste in the storage chambers.</p> <p>The storage chamber shall comply with BS5906 specifications.</p> <p>The resident's waste chamber shall be fitted with a fire brigade FB2 or budget type lock.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
42	<p><b>Refuse Collection Point (Details)</b></p> <p>Prior to first occupation details of a collection point for refuse shall be submitted to and approved by the Local Planning Authority. The refuse storage facilities shown on the drawings hereby approved shall be provided and maintained throughout the life of the development for the use of all occupiers.</p> <p>REASON: To provide adequate facilities for the storage and collection of waste in accordance with the following policy of the Local Plan: DM17.1.</p>
43	<p><b>Kitchen Extraction Units (Details)</b></p> <p>CONDITION: Full details of the following shall have been submitted to and approved in writing by the Local Planning Authority and installed prior to first occupation of the school development hereby approved and shall be permanently maintained in accordance with the approved details thereafter:</p> <ul style="list-style-type: none"> <li>a) All externally ventilated kitchen plant;</li> <li>b) Kitchen extraction and discharge, including, smoke grease and odour control in accordance with DEFRA Guidance on the control of odour and noise from commercial kitchen exhaust systems.</li> </ul> <p>Flues must terminate at roof level or an agreed high level location which will not give rise to nuisance to other occupiers of adjacent buildings. Any works that would materially affect the external appearance of the building will require a separate planning permission.</p> <p>REASON: In the interests of the residential amenities of the occupants of adjacent dwellings.</p>
44	<p><b>Mobile Play Equipment for Under 5s (Details)</b></p> <p>CONDITION: Details of the specification of mobile play equipment suitable for under 5s to be stored when not in use within the dedicated storage room within the basement of the residential block shall be submitted to and approved in writing by the Local Planning Authority prior to occupation of the residential block. The mobile play equipment shall be provided in accordance with the approved details and installed in accordance with the</p>



	<p>approved programme and shall be permanently maintained as such thereafter.</p> <p>REASON: To secure the appropriate provision of doorstep children's playspace.</p>
45	<p><b>Fire escape strategy (Details)</b></p> <p>CONDITION: Details of a fire escape strategy for the school and residential/commercial buildings to include details of means of escape from the rooftop play area shall be submitted to and approved in writing by the Local Planning Authority in consultation with the London Fire and Emergency Planning Authority prior to first occupation of the school buildings and the strategy shall remain in place thereafter.</p> <p>REASON: In the interests of the safety of occupants of the buildings in the event of a fire.</p>
46	<p><b>Lifts (Details)</b></p> <p>CONDITION: All lifts serving the dwellings hereby approved shall be installed and operational prior to the first occupation of the residential dwellings hereby approved.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that adequate access is provided to the residential units at all floors.</p>
47	<p><b>Programme of Archaeological Investigation (Details)</b></p> <p>CONDITION: No development other than demolition shall take place on site unless and until the applicant has secured the implementation of a programme of archaeological mitigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Local Planning Authority in consultation with Historic England. The Written Scheme of Mitigation shall include any temporary works which may have an impact on the archaeology of the site</p> <p>No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved. The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the approved Written Scheme of Investigation, and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.</p> <p>REASON: Heritage assets of archaeological interest may survive on the site. The planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development.</p>
48	<p><b>Details of Ground Level Slab (Details)</b></p> <p>CONDITION: No works except demolition to ground slab level shall take place before details of the new ground floor slab and all below groundworks including drainage and foundation design, to include a detailed design and method statement, have been submitted to and approved in writing by the Local Planning Authority, such details to show the preservation of surviving archaeological remains which are to remain in situ.</p> <p>REASON: To ensure the preservation of archaeological remains following archaeological investigation.</p>
49	<p><b>Inclusive Design (Compliance)</b></p>

	<p>CONDITION: The development shall be designed in accordance with the principles of Inclusive Design. To achieve this the development shall incorporate step free external space, open space and landscaping, and level access to amenity facilities.</p> <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
50	<p><b>Nesting Boxes (Details)</b></p> <p>CONDITION: Details of bird and bat nesting boxes and/or bricks shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works.</p> <p>The details shall include the exact number, location, specification and design of the habitats.</p> <p>The nesting boxes / bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
51	<p><b>Security fobs coded from core to decks for each floor (Compliance)</b></p> <p>CONDITION: Access to each residential deck from the building core shall be controlled by coded security fobs which shall ensure that only residents of flats on each deck have access to the deck. The security fob system shall be permanently maintained thereafter.</p> <p>REASON: In the interests of the safety and residential amenity of the occupants of dwellings within the residential block given the lack of defensible space around habitable room windows.</p>
52	<p><b>Wind Mitigation Measures (Details)</b></p> <p>CONDITION: No development other than demolition shall take place until the detailed design of all wind mitigation measures has been submitted to and approved in writing by the Local Planning Authority. These details shall include the size and appearance of any features, the size and appearance of any planting containers, trees species, planting medium and irrigation systems. No part of the building shall be occupied until the approved wind mitigation measures have been implemented unless the Local Planning Authority agrees otherwise in writing. The said wind mitigation measures shall be retained in place for the life of the building unless otherwise agreed by the Local Planning Authority.</p> <p>REASON: In order to ensure that the proposed development does not have a detrimental impact on the amenities of the area. These details are required prior to construction in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.</p>
53	<p><b>Base Line Terrestrial Television and Radio Interference Study (Details)</b></p> <p>CONDITION: No development including demolition shall take place until the developer has secured the completion of a Base-Line Terrestrial Television and Radio Interference Study ("the Base-Line Study") to assess terrestrial television and radio reception to</p>

	<p>residential properties in the vicinity of the site. The Base-Line Study shall be carried out in accordance with a Base-Line Study Scheme first submitted to and approved in writing by the Local Planning Authority, and which shall include details of the residential properties to be surveyed.</p> <p>REASON: To ensure that the existing television reception at other premises is not significantly affected by the proposed development. These details are required prior to commencement in order to create a record of the conditions prior to changes caused by the development.</p>
54	<p><b>No development in advance of building lines (Compliance)</b></p> <p>CONDITION: Except as may otherwise be approved in writing by the Local Planning Authority, no development shall be carried out in advance of the building lines as shown on the deposited plans.</p> <p>REASON: To ensure compliance with the proposed building lines and site boundaries.</p>
55	<p><b>Land between existing building lines and new building (Details)</b></p> <p>CONDITION Prior to the occupation of any part of the building, the land between the existing building lines and the face of the proposed new building shall be brought up to street level, paved and drained in accordance with details to be submitted to and approved in writing by the Local Planning Authority and shall not be fenced or otherwise enclosed or obstructed.</p> <p>REASON: To ensure compliance with building lines and to ensure a satisfactory treatment at ground level.</p>
56	<p><b>No additional plant or telecommunications equipment (Compliance)</b></p> <p>CONDITION: 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 &amp; 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.</p> <p>REASON: To ensure a satisfactory external appearance.</p>
57	<p><b>Road vehicle attack mitigation (Details)</b></p> <p>CONDITION: The development shall incorporate such measures as are necessary within the site to resist structural damage arising from an attack with a road vehicle or road vehicle borne explosive device, details of which must be submitted to and approved in writing by the Local Planning Authority before any construction works hereby permitted are begun.</p> <p>REASON: To ensure that the premises are protected from road vehicle borne damage within the site. 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.</p>
58	<p><b>Scheme for Avoidance of Expansion Joints (Details)</b></p> <p>CONDITION: Before any works thereby affected are begun a scheme for the avoidance of expansion joints in the elevation shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved details.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the detail of</p>

	the proposed development and to ensure a satisfactory external appearance.
59	<b>Installation of Street Lighting (Details)</b> CONDITION: Unless otherwise approved in writing by the Local Planning Authority, before any works thereby affected are begun, details of the provision to be made in the building's design to enable the discreet installation of street lighting on the development, including details of the location of light fittings, cable runs and other necessary apparatus, shall be submitted to and approved in writing by the Local Planning Authority, and the development shall be carried out in accordance with the approved details.  REASON: To ensure provision for street lighting is discreetly integrated into the design of the building in accordance with the following policy of the City of London Local Plan: DM10.1.
60	<b>Hours of Community Use of School Hall (Compliance)</b> CONDITION: The school hall shall not be made available for community use outside of the hours of 8am to 10pm.  REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.
61	<b>Submission of Basement Impact Assessment (Details)</b> CONDITION: Prior to the commencement of development (excluding demolition) a Basement Impact Assessment shall be submitted to and approved in writing by the Local Planning Authority. The Basement Impact Assessment shall be accompanied by a Structural Method Statement which must be signed and endorsed by a Chartered Civil Engineer or Chartered Structural Engineer with relevant experience.  REASON: In order to ensure a satisfactory design for the basement which takes account of ground conditions, archaeology and neighbouring properties.

### List of Informatives

1	<b>Planning Obligations Agreement</b> SECTION 106 AGREEMENT You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.
2	<b>Superstructure</b> DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. In this case, the council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of the new element of a building above its foundations, excluding demolition.  The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	<b>Thames Water (Surface Water Drainage)</b> With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are

	attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921.
4	<b>Thames Water (Mains Water Pressure)</b>
	A Thames Water recommend the following informative be attached to this planning permission. 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.
5	<b>Compliance with the Clean Air Act 1993</b>
	Any furnace burning liquid or gaseous matter at a rate of 366.4 kilowatts or more, and any furnace burning pulverised fuel or any solid matter at a rate of more than 45.4 kilograms or more an hour, requires chimney height approval. Use of such a furnace without chimney height approval is an offence. The calculated chimney height can conflict with requirements of planning control and further mitigation measures may need to be taken to allow installation of the plant.
6	<b>Terraces and Open Space</b>
	The location of outside space is an important consideration with regard to the exposure of air pollutants. The applicant is therefore minded to consider the location of existing and planned combustion plant termination points relative to any terrace, general access areas or openable windows etc. In addition to any building control or planning requirements, the third edition of the Chimney Height Memorandum (1981) requires that that certain types of combustion plant terminate at least 3m above any area to which there is general access.
7	<b>Combustion Plant</b>
	Developers are encouraged to install non-combustion renewable technology to work towards energy security and carbon reduction targets in preference to combustion based technology.
8	<b>Biomass CHP</b>
	When considering how to achieve, or work towards the achievement of, the renewable energy targets, it is preferred that developers do not to consider installing a biomass burners as the City and Islington are Air Quality Management Areas for fine particles and nitrogen dioxide. Research indicates that the widespread use of these appliances has the potential to increase particulate levels in London to an unacceptable level. Until the two authorities are satisfied that these appliances can be installed without causing a detriment to the local air quality they are discouraging their use. Biomass CHP may be acceptable providing sufficient abatement is fitted to the plant to reduce emissions to air.
9	<b>Generator Pollution</b>
	Advice on a range of measures to achieve the best environmental option on the control of pollution from standby generators can be obtained from the City of London's Department of Markets and Consumer Protection.  There is a potential for standby generators to give out dark smoke on start-up and to cause noise nuisance. Guidance is available from the Department of Markets and Consumer Protection on measures to avoid this.

10	<b>CIL Informative</b>
	<p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at <a href="mailto:cil@islington.gov.uk">cil@islington.gov.uk</a>. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60 day payment window.</p> <p>Further information and all CIL forms are available on the Planning Portal at <a href="http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil">www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</a> and the Islington Council website at <a href="http://www.islington.gov.uk/cilinfo">www.islington.gov.uk/cilinfo</a>. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at <a href="http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/">http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/</a></p>

## **APPENDIX 2: RELEVANT POLICIES**

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

### **1 National Guidance**

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

### **2. Development Plan**

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013.

It should be noted that the policies of the City of London Development Plan are attached to the end of the City of London officer comments which are appended as Appendix 4 to this report.

The following policies of the Development Plan are considered relevant to this application:

## **A) The London Plan 2016 - Spatial Development Strategy for Greater London**

### **1 Context and strategy**

Policy 1.1 Delivering the strategic vision and objectives for London

### **2 London's places**

Policy 2.9 Inner London

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

### **3 London's people**

Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes

### **4 London's economy**

Policy 4.12 Improving opportunities for all

### **5 London's response to climate change**

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.18 Construction, excavation and demolition waste

Policy 5.21 Contaminated land

### **6 London's transport**

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.5 Funding Crossrail and other strategically important transport infrastructure

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

### **7 London's living places and spaces**

Policy 7.1 Lifetime Neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and Design of Tall and Large Buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.14 Improving air quality

Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

### **8 Implementation, monitoring and review**

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy



## B) Islington Core Strategy 2011

### Spatial Strategy

Policy CS7 (Bunhill and Clerkenwell)

Policy CS8 (Enhancing Islington's Character)

Policy CS12 (Meeting the Housing Challenge)

Policy CS13 (Employment Spaces)

Policy CS14 (Retail and Services)

Policy CS16 (Play Space)

### Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

## C) Development Management Policies June 2013

### Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM2.4 Protected Views

### Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.3 Decentralised energy networks

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

### Housing

DM3.1 Mix of housing sizes

DM3.4 Housing standards

DM3.5 Private outdoor space

DM3.6 Play space

DM3.7 Noise and vibration (residential uses)

### Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM8.6 Delivery and servicing for new developments

### Employment

DM5.4 Size and affordability of workspace

### Health and open space

DM6.1 Healthy development

DM6.2 New and improved public open spaces

DM6.5 Landscaping, trees and biodiversity

DM6.6 Flood Prevention

### Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

## D) Finsbury Local Plan June 2013

BC34 – Richard Cloudesley

Delivery and Monitoring

BC10 Implementation

### 3. **Designations**

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013:

- Site Allocation BC34 'Richard Cloudesley School' Central Activities Zone (CAZ)
- Core Strategy CS7 - Key Area Bunhill and Clerkenwell
- Moorfields Archaeological Priority Area
- Local Cycle routes
- St Luke's Conservation Area (northern part of the site)
- Within 50m of the Hat & Feathers Conservation Area
- Article 4 Direction (A1-A2)

### 4. **Supplementary Planning Guidance (SPG) / Document (SPD)**

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan	London Plan
<ul style="list-style-type: none"><li>- Conservation Area Design Guidelines</li><li>- Planning Obligations and S106</li><li>- Urban Design Guide</li><li>- Environmental Design</li><li>- Development Viability</li></ul>	<ul style="list-style-type: none"><li>- Accessible London: Achieving an Inclusive Environment</li><li>- Housing</li><li>- Affordable Housing and Viability</li><li>- Social Infrastructure</li><li>- The Control of Dust and Emissions during Construction and Demolition</li><li>- Shaping Neighbourhoods: Character and Context</li><li>- Sustainable Design &amp; Construction</li><li>- Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy</li><li>- Shaping Neighbourhoods: Play and Informal Recreation</li><li>- Central Activities Zone</li></ul>



## **APPENDIX 3: DESIGN REVIEW PANEL RESPONSE LETTERS**

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Our ref: DRP/97

Date: 26 August 2016

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: 99 Golden Lane, London, EC1Y 0TZ (pre-application ref. Q2016/1875/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 10 August 2016 for a first review of the above scheme. The proposed scheme under consideration is for a part double height ground floor/part 4 storey building to provide a 2 form entry primary school plus nursery and a 16 storey block (above double height ground floor/undercroft) to provide 69 residential units (social rented tenure) with school play area (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington, Cordula Zeidler, Patrick Lynch and Simon Foxell on 10 August 2016 including a site visit and a presentation from the design team followed by a question and answer session and deliberations at Islington Town Hall. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

**Panel's observations**

The Panel thanked the design team for presenting the scheme to them at an early stage of development. They appreciated the constraints of the site and the ambitions of the brief. However, panel members were concerned that they had not been presented with enough information on the process of design development to offer sufficient justification for the proposed approach. The Panel made the following observations.

Height and density

The Panel was sympathetic to the intention of the brief to provide a great amount of social housing on site in addition to the educational building. However, panel members were concerned about the proposed density and felt there had been insufficient assessment of the context to guide the proposal.

They felt the proposed height did not respond to its context and such approach would require a very robust justification which had not been presented yet. Panel members were concerned that a building of this height would potentially have an adverse impact on the

school itself and also the existing buildings to the East and the North of the site. They questioned whether the design team had explored other ways to provide the same density without such excessive height.

The Panel was not convinced that proposing a very high building in such a delicate urban grain would provide a successful building.

#### Impact on the Golden Lane Estate and Great Arthur House

Strong concerns were raised in relation to the impact on the listed Golden Lane Estate (GLE). The Panel felt that Great Arthur House (GAH) was the crown in the arrangement of the GLE and that replicating it would fundamentally change the way the estate would be read and undermine the significance of GAH. They were concerned that a true assessment of the significance of the estate and the impact of the scheme had not been undertaken. They emphasised that detailed view studies would be required in order to assess the impact of the scheme on the listed estate and the rest of the surrounding area.

The Panel felt that the robust original masterplan for the GLE had been cited by the design team as reference for the proposal. However, they were concerned that in fact the proposed scheme would be an interruption to the original masterplan and would detract from it. They did not think the scheme could be justified as an extension of the estate but should instead be considered as a building in its own right which required an appropriate response to both its immediate context and the setting of the estate.

#### Environmental impacts

Whereas GAH is located within the estate, the proposed new tower would be located on the edge of the street. Panel members were concerned that not only the scheme would detract from the character of Baltic Street East but also there could be serious implications in terms of overshadowing, wind effects, etc. They highlighted that further studies were required to establish what the real impact of such a tall building on the back of the pavement would be.

#### Street frontage and access

Panel members were also concerned about how the building would meet the ground and whether there would be sufficient activity fronting the street. They felt it was not necessary to provide the school entrance under the housing block and thought a North entrance to the school would be better than one on Golden Lane - placed between the school and the residential.

There were also questions regarding security – while the estate has no gates a school will require the provision of some kind of barrier. The Panel felt that this could be problematic in the context of the estate and questioned whether the design team proposed to mitigate that with level changes or whether they had accepted that this would be a different element to the estate and how they proposed to resolve it.

#### Spaces around the development

Panel members recognised that developing the site would create or impact on several areas of significant public realm around the proposed buildings including outside the new entrance to the school on Baltic Street East and the pedestrian route into the estate along the southern boundary of the site. It was important that any development of the design should specifically consider the quality of these spaces and present studies for them so they could be discussed at future design review sessions.



### Elevation design

The Panel encouraged the design team to consider the cost efficiency of the design (form, elevation design) and the function of the design features (e.g. continuous horizontal element) to ensure the quality of the building which will be delivered.

### **Summary**

The Panel welcomed the opportunity to see the scheme at an early stage and thought the scheme could be a fantastic opportunity for the area. However, the Panel did not believe sufficient analysis of the site and its surroundings had been undertaken. Although they did not entirely rule out the idea of a taller element to the west side of the site, they did not think this was yet justified. Panel members were concerned that the scheme did not yet provide an appropriate response to its context.

The Panel strongly recommended that the scheme be presented to them again as it progresses and emphasised they would like to see appropriate analysis and information on the process the design team has gone through, including discounting options which would help justify their approach.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager





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Our ref: DRP/113

Date: 14 February 2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ  
(pre-application ref. Q2016/1875/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 25 January 2017 for a second review of the above scheme. The proposed scheme under consideration is for a part double height ground floor / part 3 storey building to provide a 2 form entry primary school plus nursery and a 14 storey block to provide 72 residential units (social rented tenure) with school play area (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington, Cordula Zeidler, Patrick Lynch and Simon Foxell on 25 January 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a second review. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

**Panel's observations**

The Panel welcomed the opportunity to see the scheme for a second time, noting the rationale behind changes to the design and the response of other consultees since the first review. Concerns raised by the Panel related predominantly to the design of the proposed new residential tower.

Height, massing and design

Panel members remained concerned that a building of this height would potentially have an adverse impact on the school itself and also the existing buildings to the East and the North of the site. The Panel felt that the tower had become more bulky than its previous iteration and would therefore play a more prominent role in the townscape, which was considered undesirable. Panel members remain concerned about the height of the proposed residential building and still felt that this should not be higher than Great Arthur House.

The Panel also commented on the orientation of the building and felt that the apartments could be re-orientated to face west, not east. They felt that, if the deck access was to be maintained, the deck areas are likely to be more active than the balconies in general and as such may be more appropriate orientated away from the school playground and with the balconies facing west.

#### Street frontage and access

The narrow, rectangular shape of the residential building, combined with the location of the building hard against the pavement, were questioned by the Panel. It was thought that a deeper building with a narrower street frontage would be more appropriate, because the street would not be presented with such a monolithic elevation. Panel members were concerned that the scheme would detract from the character of Baltic Street East when viewed from this street and felt that the massing could be stepped or the building could appear as two different buildings when viewed from Baltic Street East. The necessity for the provision of an entrance to the school as part of the ground floor frontage of the tower block was again questioned.

#### Relationship to the Golden Lane Estate and Great Arthur House

The Panel pointed out the very great differences between the plot on which Great Arthur House (GAH) is constructed and the proposed site of the new residential tower. GAH is at the centre of the estate and as a focal point, it is afforded considerable space, without any other estate buildings in close proximity. By comparison, the application site is hemmed in and also fronts the street directly.

The Panel felt that it was not appropriate or possible to replicate the qualities and character of GAH successfully, and therefore the design of the new tower should be developed in its own right and in response to the particular brief for this building for high quality social housing. By the same token, panel members were also unconvinced by the idea that the characteristics and spirit of GAH could be achieved under current building regulations, which are much changed since the 1950s. The Panel therefore advised that a tall building in this location was not a problem in principle, but it needed to be a convincing design in its own right, so as not to detract from the legibility of the Golden Lane Estate.

#### Environmental impacts

Panel members raised concerns over well-known wind issues arising from point blocks, which would be more problematic in this location, considering the close relationship to both the street and school playground. Panel members suggested that the inevitable wind trap should not be addressed using trees, thereby dictating a landscaping scheme for the school, and should instead be mitigated through the design of the residential block. One potential solution was recommended which would be to step back the top storeys of the residential block and make up units elsewhere on the site, to create an asymmetric building. This may help to address both the potential wind trap and the harm to the townscape. The Panel also recommended that a building or covered area was needed to define the edge of the playground and provide appropriate shelter.

#### Energy efficiency

Significant concerns were raised by panel members over issues of efficiency arising from the layout of the proposed residential block. The balconies and deck access arrangement would result in a large amount of shading, which in turn would require large expanses of glazing in order to provide sufficient light to each unit. Panel members pointed out that this is likely to make the residential units less energy efficient.



### Landscaping

The proposed school playground landscaping was felt to be unresolved and potentially problematic for free-flow activities, and lacked a proper rationale.

### **Summary**

The Panel commended the emerging design for the new school building, considering this to be a high quality response to the site context. However, the proposed residential tower is still a major concern. The issues arising from the proposed deck access, balconies and glazing, in addition to the relationship of the proposed tower block to the street, should be thought about in this context. The landscaping strategy presented was also of considerable concern and the Panel felt that a change in direction was needed in order to properly address the issues and constraints of the site.

The Panel recommended that the scheme was brought back to the DRP for a third review as key issues remained unresolved.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager

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Our ref: DRP/125

Date: 06 June 2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ**  
(pre-application ref. Q2016/1875/MJR)

Thank you for attending Islington's Design Review Panel meeting on 16 May 2017 for a third review of the above scheme. The proposed scheme under consideration is for the demolition of the existing buildings on the site and the erection of a 3 storey school building with enclosed rooftop play area along with a separate single storey school hall building to accommodate a two form entry primary school and a nursery for 38 children and a 14 storey residential block to provide 66 residential units (social rented tenure) (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington and Cordula Zeidler on 16 May 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a third review. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council. Comments were also provided by Patrick Lynch, who was unable to attend the review due to illness. These have also been reviewed by the chair and included within this letter.

**Panel's observations**

The Panel welcomed the opportunity to see the scheme for a third time and most members acknowledged improvements have been made to the proposals since the last review in January. However, substantial concerns were raised by the Panel on the height, design and quality of the proposed new residential tower.

Height, massing and design of residential tower

The Panel had mixed views about the height, bulk and mass of the building, with some still concerned about the height and its dominance on the street and within the setting of the heritage assets and commented that the building still looked too "lumpy". Some panel members were also disappointed at the lack of exploration and specifically a full justification

for why other options, that better broke down the mass or proposed a number of lower blocks as the Panel had previously suggested, did not work. Panel members questioned the lack of verified views, as these were not presented to the Panel at this review, and felt that these would further aid their assessment of the proposals. They were particularly concerned about the view from Old Street, also raised concerns with views from Banner Street and felt that the height needed to be looked at further from surrounding views.

Although it was generally felt that the podium had improved the relationship between the proposed building and the building heights on Golden Lane and Banner Street, there was a discussion about the appropriate height of the podium. Some thought the podium was too tall and that the relationship was still unsuccessful with the wider, bulkier building not relating well to the other more elegant buildings in the area. Generally panel members did feel that stepping the height in from one end of the plinth may improve the tower when viewed from Banner Street and may also allay some fears of Basterfield House residents, but raised concerns about the potential problems with providing a publicly accessible (to the local community) terrace to the top of the podium and also highlighted potential overlooking issues to residents in Basterfield House and suggested that this may either be limited in terms of its use and/or be set in from the edge.

However as a result of introducing a podium it was felt that the podium and the tower above looked too separate and did not read well as one building, making the tower element look even bigger. The articulation of the elevations, especially above the podium, also did not help with how the building's massing, bulk and height is read. They felt that as a result this approach reduced the potential elegance of the building.

More detail was required in order to properly assess the proposed materials, but panel members expressed concern over the use of GRC in relation to joints and detailing. With the requirement for a building of outstanding quality the Panel felt the residential tower needed better articulation and that the architectural expression was unresolved and did not sit well as currently proposed. They commented that further refinement and detail is needed. Panel members accepted the public benefits provided by the proposals for the site but argued that this was no excuse for poor design and that significant design improvements were required in order to make a building of this height acceptable on the site.

The Panel welcomed the reorientation of the apartments to face west, as this was in line with their advice given at the previous review, but questioned the orientation of the duplexes. They did, however, support the relocation of the duplex apartments to the lower level.

#### Street frontage and access

The Panel was originally unconvinced by the school entrance underneath the residential block in addition to the entrance on Baltic Street West. However, they understood the rationale for two entrances with the reconfigured ground floor and welcomed the more detailed work that had been done. However, the Panel still needed to be convinced that it worked as a recessed space on the street and more detail is required in terms of lighting, material, design of the gates, and security.

#### School design

The Panel was supportive of the school and changes to the design, including the separate hall. They commented that this would enable the more flexible use of this space by the community at varying times. Panel members added that the separate buildings better related

to the morphology of the Golden Lane Estate as a collection of buildings with spaces around them. They were supportive of the materials proposed for the school buildings. They commented that it was important that any greening proposed to boundary walls between the school and the existing residents should be carefully managed to ensure that it really happens and is maintained properly.

#### Environmental impacts and energy efficiency

The Panel were generally supportive of the changes and improvement made in terms of the environmental impact of the building, but suggested that the desire to express the strong horizontals and verticals, and depth of the maisonette balconies may have a negative impact on the quality of the residential units in terms of the daylight within units and the quality of the internal space.

#### Landscaping

The Panel felt that the landscape proposals had greatly improved since the last review and were now far more appropriately designed for use as a school playground.

#### **Summary**

The Panel welcomed the design improvements and supported the changes made to the boundaries, access and servicing for the school and playground. However, panel members still had major concerns with the residential building with mixed views expressed and some still feeling it was too tall. Panel members also felt that the two elements of the building lacked integration and did not currently read as one building. They were particularly worried with how the tower element would appear within the streetscape from Banner Street and Old Street. The Panel all agreed that the building needed greater articulation and refinement as it was not yet considered to be of sufficient quality to justify a tall building. Previous concerns about the daylight and quality of the space within the residential units remained.

The Panel recognises that the proposed residential building is a tall building outside of Islington's designated tall buildings area, but felt that harm to the townscape and heritage assets could possibly be justified with public benefit if a design came forward for a building of outstanding quality. A proposal for such a building would need to clearly demonstrate its quality in terms of design, detailing and materials. However, this would have to be assessed based on a more thorough townscape views in order to accurately understand the impact on the townscape and heritage assets. Consequently, the Panel does not think the design or height has currently been properly justified. As such the Panel requested that the residential part of the scheme is substantially reconsidered based on these comments and returns for a fourth review with all the necessary detail and views so that panel members are able to properly assess the proposals.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

#### **Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.



Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lucy'.

**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager



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Our ref: DRP/134

Date: 29 September 2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ  
(planning application ref. P2017/2961/FUL)**

Thank you for attending Islington's Design Review Panel meeting on 12 September 2017 for a forth review of the above scheme. The proposed scheme under consideration is for the demolition of the existing buildings on the site and the erection of a 3 storey school building with enclosed rooftop play area along with a separate single storey school hall building to accommodate a two form entry primary school and a nursery for 38 children and a 14 storey residential block to provide 66 residential units (social rented tenure) (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington and Cordula Zeidler on 12 September 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a forth review. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

**Panel's observations**

The Panel welcomed the opportunity to review the scheme for a fourth time and acknowledged that improvements had been made to the proposals since the last review in May. Panel members also discussed some of their previous concerns which had not been fully overcome. The Panel did not revisit the discussion over the height and impact on the townscape and heritage assets, but acknowledged that it would make an impact on their setting. Instead, panel members concentrated their discussions on the design development of the scheme and the quality of the proposed new residential tower. They expressed their support to the provision of affordable housing, but highlighted that should the public benefits of the scheme be considered to justify a tall building in this location, the design quality would also need to be exceptional in order to comply with policy. Unfortunately, the Panel did not believe that the design is yet of an exceptional level of quality and made comments in relation to different aspects of the scheme as set out below.

#### Relationship between podium and tower

Panel members raised concerns over the relationship between the podium and the upper part of the tower. They acknowledged some progress had been made in relation to the design of the upper part of the scheme, however they considered its relationship with the podium was still unsuccessful. They felt they read as two separate buildings, one placed uncomfortably over the other.

#### Tower design

While the reduction in the mass to the corners of the tower was welcomed, it was felt that the positive impact would likely be reduced by solid perforated metal balconies, the effect of which was not clear from the plans. They encouraged the design team to explore a different treatment to the balustrades. Likewise, panel members felt it was difficult to assess the visual impact of the background cladding in relation to the frame. They commented that there may be a risk, for example, that an excessive amount of grey metal panels could lead to a 'dead' appearance. The Panel stated that a 1:50 model and more 'zoomed in' CGI views are required in order to assess this.

The Panel suggested that the building should be constructed with the highest quality materials and they expressed their preference for pre-cast concrete as they had concerns about the detailing and longevity of GRC. Panel members expressed concern over the difficulty of ensuring quality of construction through the planning system and felt that certainty in construction quality is required in order for them to be convinced that the design is of an exceptional standard.

Panel members were concerned that construction issues had not been fully considered and were not convinced that quality was clearly deliverable. For example, the Panel was concerned that the jointing detail was not shown on drawings of the upper part of the tower as this would have a significant impact on the resulting appearance of the building. Concerns were also raised over the construction detail of the balconies and the best approach in terms of sustainability. Consequently, they encouraged the design team to explore these construction details as part of the planning application (including 1:5 details) to ensure that the aspirations of a high quality, durable and sustainable building are delivered. Given the importance of how this project will be detailed and realised, they suggested the local authority and the design team should liaise to ensure there is control over procurement and detailing post planning so that the intended quality is safeguarded.

#### Podium design

Panel members raised concerns over the proportions of the podium, specifically with the maisonettes expressed as double storeys, which was not considered successful. There was a discussion about the proposed brick and the Panel concluded that they were not convinced that the choice was right.

The Panel expressed concerns in relation to the entrance to the school which they felt lacked legibility and needed to have greater prominence. The Panel also feared that the proposed enclosed space and large recess might lead to anti-social behaviour. Concern was also raised over the ground floor fronting the street, which the Panel felt lacked visual interest and activity, with much of the space given over to servicing. It is preferred that the ground floor extended the 'covered walkway' established by the existing estate building along Golden Lane. They commented that this would make the detailing even more important. Panel members questioned the design of the columns and stated that these needed to be better considered and detailed.

#### School design

The Panel was generally supportive of the school design. There was some discussion regarding the use of 'hit and miss' brickwork, as well as textured brick. Although, panel members did not necessarily object to this approach, some of them questioned whether there were too many different features being proposed. They also feared this could impact on the architectural identity of the scheme given that this is a feature currently being used in many schemes throughout

London. They also commented that it might be better to re-instate the framing to the top of the elevations as previously shown.

### **Summary**

The Panel welcomed the design improvements that have been made to the proposals since the last review in May, but also commented that some of the concerns raised had not been fully overcome. They acknowledged the public benefits of the scheme and raised no objections to the height should it be considered that these benefits outweigh the harm to the heritage assets. However, they stressed the importance of delivering a scheme of exceptional design quality as part of the justification for the proposed height.

The Panel made comments in relation to the detailing of the tower, its relationship with the podium and necessary improvements to the overall design. They concluded that the design is not yet considered exceptional and that the concerns raised still need to be addressed before they can fully support the scheme. For these reasons they encouraged the design team to return to the DRP for a further review once the design has evolved to address the Panel's concerns.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification, please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

Please note that since the scheme is at planning application stage, the views expressed in this letter may become public and will be taken into account by the council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager

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Our ref: Q2017/4274/DRP  
Date: 16/11/2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ**  
(application ref. P2017/2961/FUL).

Thank you for attending Islington's Design Review Panel meeting on 30 October 2017 for a fifth review of the above scheme. The proposed scheme under consideration is for the demolition of the existing buildings on the site and the erection of a 3 storey school building with enclosed rooftop play area along with a separate single storey school hall building to accommodate a two form entry primary school and a nursery for 38 children and a 14 storey residential block to provide 66 residential units (social rented tenure).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (chair), Thomas Lefevre, Richard Lavington and Cordula Zeidler on 30 October 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. Dominic Papa, who chaired the last four reviews was unable to attend the meeting but reviewed all the material submitted, provided comments and has been consulted on the letter which also reflects his own views. There was no full panel site visit as this was a fifth review but the Chair, Richard Portchmouth, undertook a site visit prior to the review accompanied by Dominic Papa to ensure consistency. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

**Panel's observations**

The Panel reviewed the scheme for a fifth time. Members recognised and appreciated the public benefit of providing a school and social housing and acknowledged that improvements have been made to the proposals since the last review in September but many concerns remained.

The Panel did not revisit the discussion over the height and impact on the heritage assets but once again concentrated on the design detailing. However, the Chair noted that the proposed building would have a substantial impact on townscape views by virtue of its scale and massing, as well as on the Golden Lane Estate. The heritage expert on the panel re-

iterated that the height, bulk and massing will have a major impact on the setting of the heritage assets and that there will be some harm. Previously the panel stated that should the public benefit of social housing be considered to justify a tall building outside of an area designated for tall buildings the design quality would need to be exceptional in order to comply with policy. However, the Panel continued to raise the following concerns.

The Panel previously raised substantial concerns over the relationship between the podium and the upper part of the tower which was considered to be unsuccessful as it read as two separate buildings, one placed uncomfortably over the other. While some panel members thought the addition of concrete columns to the podium had helped the relationship some were unconvinced. The Chair noted that the clear expression of a podium and a tower to one side in contrasting materials leads to an awkward and unbalanced relationship resulting in an unsatisfactory composition. The recent amendment appeared to be an inadequately cosmetic transition between these elements with a stronger design solution being required. There was a discussion of the relationship between the different form and materiality of the columns. The Panel felt that these needed greater consideration, for example vertical columns between the tower and the podium were too similar and the ground floor columns might be more successful if all in concrete and not some being built of brick.

Since the last review a substantial concrete parapet, potentially with external lighting, had been added to the design and the Panel did not support this change which appeared heavy. The Panel stated that this needs to be reconsidered and that a social housing tower should not have unnecessary and energy wasting external lighting. The Chair noted that the building had been designed with an expressed base and middle but that the top lacked and missed the opportunity of articulation in some form.

The Panel renewed their concerns over the ground floor plan and the lack of an active frontage. Panel members noted that the previous design had a more generous lobby and that the entrance needs to be larger and more welcoming. The design team informed the Panel that the bike store/some servicing was not placed in a basement because of the cost that this would add to the scheme. Some Panel members raised general security concerns and questioned whether a bike store that was so highly visible from the street would be well used. The Panel thought that a more active frontage was required.

The sustainability expert on the panel expressed concerns over the secondary skin and that the more detailed/heavy it is, the more expensive it will be. The client informed the Panel that the scheme was already costed at £3million over budget. Previously the Panel raised concerns over the need for the tower to be constructed to a high standard and budget concerns could impact on this.

The Panel renewed their concerns over the walkways and the lack of privacy for future residents with the possibility of neighbours approaching open bedroom windows.

The Panel welcomed the design changes to the school but some panel members still questioned the choice of brick.

### **Summary**

The Panel acknowledged that improvements have been made to the proposals but many concerns remained. The proposed building would have a substantial impact on the townscape and harm the setting of the heritage assets. Should the public benefit of social housing be considered to justify a tall building outside of an area designated for tall buildings then the design quality would need to be exceptional in order to comply with policy. However, the Panel continued to raise concerns over the relationship between the

podium and the upper part of the tower, the form and materiality of the columns, the concrete parapet, the layout and use of the ground floor, the lack of an active frontage, cost of construction and the delivery of quality and a lack of privacy for future residents due to the walkways. Consequently, the Panel were unable to say that the design is of an exceptional level of quality.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

**Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,

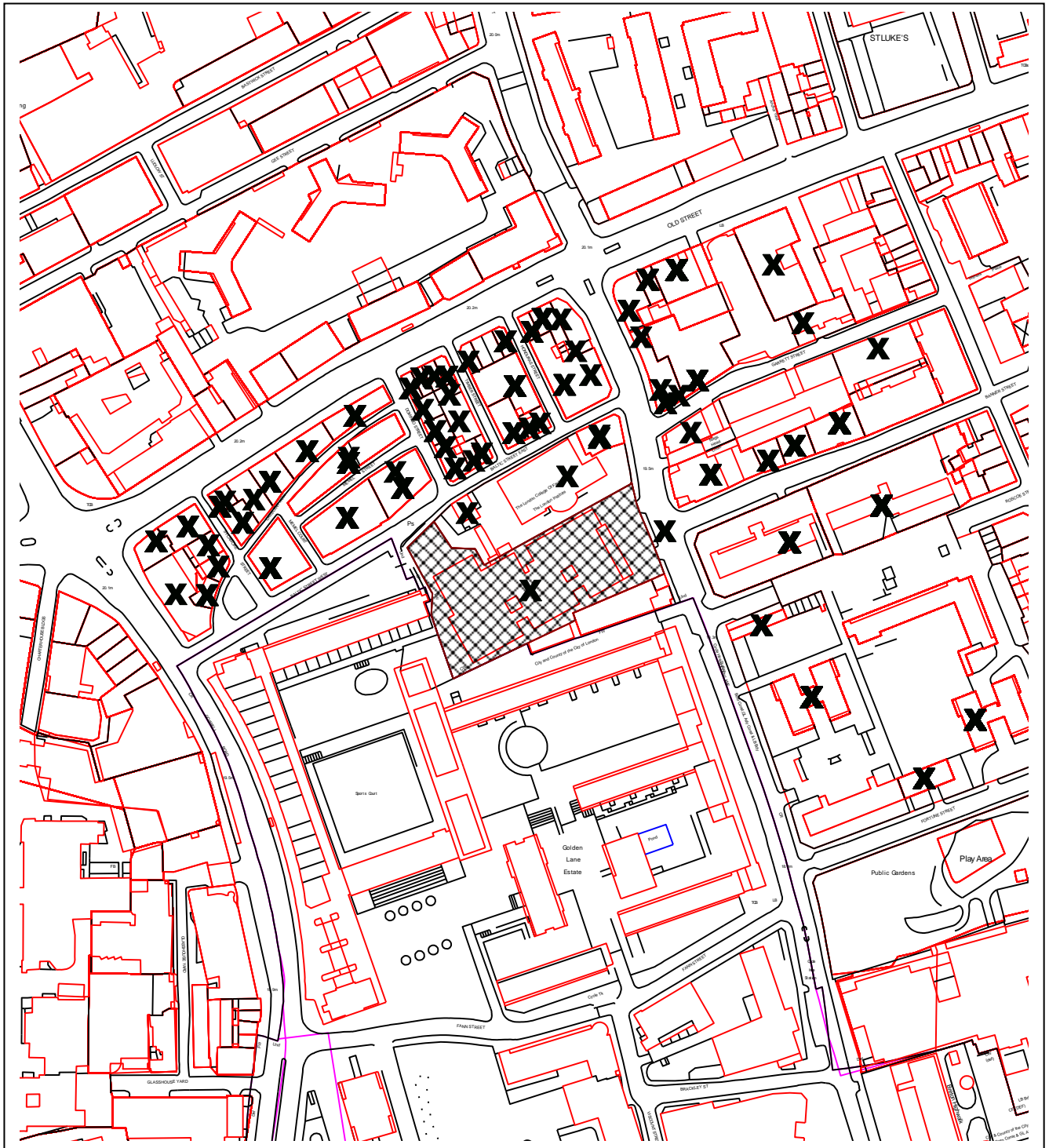


**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager

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# Islington SE GIS Print Template



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## **APPENDIX 4: City of London comments (Chief) officer comments**

**RICHARD CLOUDESLEY SCHOOL SITE**  
**City planning application ref:17/00770/FULL**  
**CHIEF PLANNING OFFICER INITIAL COMMENTS TO LBI**

### **Context**

**The below provides the initial evaluation of the Chief Planning Officer of the City of London and does not take account of Members' views**

**It is an initial officer view only.**

**It is subject to any further consultation responses and views provided by LBI prior to a decision being taken**

**Any decision whether or not to grant planning permission will be taken by the City's Planning and Transportation Committee.**

### **Site Location and Current Buildings**

1. The 0.4 hectare site is currently occupied by predominantly single storey buildings comprising the former Richard Cloudesley School, garages, the City of London Community Education Centre and a sub-station. The majority of the site falls within the London Borough of Islington and a small part of the site falls within the City of London.
2. The current site comprises a single-storey low-slung building with surrounding tall boundary walls. To the south and west is the Golden Lane Estate: an arrangement of 4-6 storey blocks enclosing generous, open and spacious landscapes comprising a series of raised circulation routes and sunken open spaces of various character. The whole pivots off a central tower, Great Arthur House, which is 16 storeys anchors the surrounding townscape. Further to the south on Golden Lane, south of Fann Street, is a new residential scheme, the Jewin Welsh Chapel and 12-storey Cripplegate House before the scale of development steps up to the composition of Barbican podium and towers on the skyline. In Islington, to the north and east, is a more disparate modern townscape of tall towers and medium-rise residential blocks and the School of Fashion.
3. The site has a Public Transport Accessibility Level (PTAL) of 6a (Excellent).

### **Proposals**

4. The architectural concept is for a new podium tower comprising a distinct brick-clad 'base' and rising tower element enclosing an open school yard running through the spine of the site, providing a mix of sport/recreational

play space, which is also enclosed by a 1.5 storey school hall and an 'L'-shaped school/nursery building in the north/west corner of the site.

5. On Golden Lane, the 4-storey podium would comprise the school entrance, workspace and the residential lobby at ground floor level with residential above over 3-storeys. The tower element would be over 13 storeys, approx. 35m wide x 46m tall x 16m deep. The proposed school hall would be in the south west corner of the site (approximately 32m long x 3.5m/5.5m tall x 14m wide). In the north-west corner would be a building comprising a school/nursery in an 'L'-shaped plan form with the main body fronting the proposed play area 16m tall x 13.5m deep x 45m long and with play space at roof level.

### **Cross boundary Application**

6. The majority of the site is in the London Borough of Islington. A small part is within the City's. Therefore, in accordance with the required procedure for cross-boundary applications, the applicant has submitted two duplicate planning applications, one to each local planning authority. Leading Counsel's advice has been obtained on the proper approach to be taken by the City as local planning authority in consider the application. The proper approach is for each authority to determine the whole application, in accordance with the considerations below. (However, the permission issued by the City will only be granted insofar as it relates to land in the City).

### **Consultations**

7. The views of other City of London departments have been taken into account in considering the amended scheme and detailed matters will be covered under conditions and the Section 106 agreement.
8. The application has been advertised in the press and a site notice was put up around the site, and statutory and non-statutory bodies were consulted.
9. The London Borough of Islington has not commented on the application. The Islington Application will be determined by the London Borough of Islington by their Planning Committee on 1st March 2018 and the Officers report and the minutes of that meeting will be made available to the members of the City of London's Planning and Transportation Committee when it is determined by them at their meeting of 26th March 2018. If necessary the evaluation will be updated to take account of LB Islington's evaluation of the application and any further comments received.
10. The Twentieth Century Society object to the application on the grounds that they do not consider that the benefits outweigh the harm caused. "Although we recognise that the proposed scheme will provide public benefit it is our consideration that this will be seriously undermined by what is a clear overdevelopment of the site in question. There is great potential for a less massive, less dense development that would cause less or no harm to the

adjacent listed buildings, and that would provide a better quality of space for the new users and the existing Golden Lane Estate residents”.

11. Save Britain’s Heritage object on the grounds that “the proposals will have a harmful and detrimental impact on adjacent and surrounding heritage assets, notably the Grade II\* and Grade II listed Golden Lane Estate”.

12. Heritage England have responded by forwarding the pre-application advice they provided to the applicant. The summary of this advice is as follows: “Whilst I do not object in principle to a taller building on this site, it will clearly impact on the designated heritage assets on the Golden Lane Estate and neighbouring streets within the conservation area. These impacts should be fully explored as part of the design process in order to understand, and where possible mitigate against, any harmful impacts. This is particularly important where the proposal is of a similar height to Great Arthur House. Exceeding the height of the listed tower would require a high level of justification and require further scrutiny to assess its acceptability in principle. The design quality of any proposals on this site will be key and whilst it should not seek to replicate the listed buildings, it is, in my view, important that it seeks to respond to it and reflect this in its design as far as possible”.

13. There have been four rounds of formal consultation in relation to the:

1. Original application;
2. Amended application;
3. Amended application with corrections; and
4. Amendments to the ground floor of the residential block to include a basement and affordable workspace on the ground floor.

14. To date a total of 151 representations have been received across the three rounds of consultations objecting to the application. The issues raised are as follows:

Topic	Objection
<p><b>The principle of residential development</b></p>	<ul style="list-style-type: none"> <li>• Insufficient number of social housing units proposed</li> <li>• Is there demand for key worker housing considering the closures of accommodation</li> <li>• Lack of family homes</li> <li>• Loss of caretaker’s house is loss of housing</li> <li>• The City is undertaking 'social cleansing'</li> <li>• Failure to achieve mixed communities</li> </ul>
<p><b>The principle of the</b></p>	<ul style="list-style-type: none"> <li>• No need for school</li> </ul>

<p><b>provision of a school and the loss of the Adult Education Centre</b></p>	<ul style="list-style-type: none"> <li>• School is too big for the site</li> <li>• Site should be used as a Further Education Collage for children from Richard Cloudesley School</li> <li>• School hall should be at the front of the site for better public access</li> <li>• School hall is not a beneficial resource to the local area. Already have a community hall</li> <li>• Community Education Centre will not be replaced</li> </ul>
<p><b>Design: Height, Bulk, Massing, Form, Architectural Expression, Urban Grain, Streetscene and Landscaping, and impact on Heritage Assets</b></p>	<ul style="list-style-type: none"> <li>• Unsympathetic to the listed Golden Lane Estate and other heritage assets</li> <li>• The proposal is not assessed against the Golden Lane Estate Listed Building Management Guidelines in the application</li> <li>• The east side of the Golden Lane Estate is designed to allow views into the estate. The proposal should follow this principle. The proposal blocks views into estate</li> <li>• Overdevelopment/ Too dense</li> <li>• Outside Islington's tall buildings area</li> <li>• Height and bulk is out of proportion with the surrounding buildings</li> <li>• Harm to views across the estate</li> <li>• Misleading CGIs - show tower with white façade but the details state that it would be coloured</li> <li>• Historic England are considering listing the garages and workshops that are to be demolished</li> <li>• Sterile ground floor of residential block. Services should be in a basement</li> <li>• Building a basement would give more design options</li> <li>• Lack of natural surveillance from the ground floor of the tower</li> </ul>
<p><b>Open space and urban greening</b></p>	<ul style="list-style-type: none"> <li>• No children's play space</li> <li>• Lack of open space</li> <li>• Fortune Street Park will be dark and overcrowded</li> <li>• Fortune Street Park should be extended</li> <li>• The wall and fencing on the southern boundary of the site should be fully greened up to its full height</li> <li>• How can the new residents' use of the school's play areas be guaranteed</li> </ul>

<b>Noise</b>	<ul style="list-style-type: none"> <li>• School hall will be hired out - noise</li> <li>• Noise from playground</li> <li>• Noise and odour from school hall</li> <li>• Noise</li> </ul>
<b>Residential amenity</b>	<ul style="list-style-type: none"> <li>• Overlooking</li> <li>• Impact on Basterfield House</li> <li>• Residential tower will block views</li> <li>• Light pollution</li> <li>• No defensible space in front of Basterfield House flats</li> <li>• Unacceptable sense of enclosure to Basterfield House</li> </ul>
<b>Impact on daylight and sunlight</b>	<ul style="list-style-type: none"> <li>• Loss of light to the allotments</li> <li>• Loss of light to neighbouring properties</li> <li>• Loss of light to the Golden Lane Estate children's play area</li> <li>• School will be dominated by the tower and the playground will get no morning light</li> <li>• Loss of light to neighbouring properties</li> </ul>
<b>Traffic and parking</b>	<ul style="list-style-type: none"> <li>• Air quality</li> <li>• Safety of pedestrians and cyclists</li> <li>• Increased traffic</li> <li>• Traffic congestion caused by school as children will be travelling in from outside area</li> <li>• Servicing hours</li> <li>• Siting of the school and hall will make deliveries and rubbish collection inconvenient and inadequate</li> <li>• No provision for off-street parking</li> <li>• Loss of parking including disabled parking</li> <li>• Inadequate cycle parking spaces</li> <li>• Cycle parking on decks will create an unsafe and unmanageable situation for elderly and disabled people</li> <li>• Service access and out of hours access to the school and the hall will cause disturbance to Hatfield House</li> <li>• The access road is a vital route for council contractors and is not regularly used without permission</li> <li>• Increase in footfall</li> <li>• Risk of collisions on Baltic Street West</li> </ul>
<b>Trees and biodiversity</b>	<ul style="list-style-type: none"> <li>• Loss of trees</li> <li>• Impact on biodiversity</li> </ul>
<b>Quality of the proposed</b>	<ul style="list-style-type: none"> <li>• Walkways will be too windy to use</li> </ul>

<b>residential accommodation</b>	<ul style="list-style-type: none"> <li>• Poor living accommodation. Communal access route passes by bedroom windows</li> <li>• Overcrowded housing</li> <li>• Balconies at the top of the tower won't be used</li> <li>• High rise housing is bad for the people living in it and expensive to maintain</li> <li>• Bedrooms face the access deck resulting in no natural surveillance and compromised privacy, safety, natural ventilation and noise protection</li> </ul>
<b>Impact on allotments</b>	<ul style="list-style-type: none"> <li>• Boundary wall between site and the Golden Lane Estate should be retained as it defines the edge of the estate and supports plants on allotments</li> <li>• No mitigation measures for damage to allotments or impact on use during demolition/construction</li> </ul>
<b>Other Material Considerations</b>	<ul style="list-style-type: none"> <li>• The access road is to be narrowed. How will 24hr fire access be maintained</li> <li>• Cumulative impact of other developments</li> <li>• Strain on local amenities</li> <li>• Potential for significant archaeology on the site</li> <li>• No additional health provision has been made - the local service is heavily oversubscribed</li> <li>• Security issues</li> <li>• Query notices (certificates)</li> <li>• The workspace adds to the intensification of use of the site</li> <li>• Refuse store for the school is inadequate</li> <li>• Roof of the school is a playground and not a roof terrace as stated</li> </ul>
<b>Other Non-Material Considerations</b>	<ul style="list-style-type: none"> <li>• Consultation period in August</li> <li>• Too little consultation and too late in the design process</li> <li>• Proposals are politically driven</li> <li>• Cross boundary application makes the process more confusing</li> <li>• Why is London College of Art not incorporated</li> <li>• It is not clear if this is an extension of the Golden Lane Estate. If it is additional funding is needed.</li> <li>• If the access road is gated leases will</li> </ul>



	<p>need to be renegotiated</p> <ul style="list-style-type: none"> <li>• To minimise public access into the Estate the wall by Basterfield Service Road access gate should not be lowered</li> <li>• As Members are on the board of the City of London Academy Trust, I presume they will be declaring an interest and absenting themselves from the Planning &amp; Transportation Committee</li> <li>• School could be housed in the building currently occupied by the London School of Fashion leaving more land for housing and open space</li> <li>• Inadequate fire escape especially following the Grenfell Tower tragedy</li> <li>• The City doesn't maintain the Golden Lane Estate and won't maintain the new building</li> <li>• How will the structure of the first floor of the school be supported?</li> <li>• Social housing should have been provided at Bernard Morgan House</li> <li>• The site boundary is wrong as it doesn't include the Basterfield Service Road where works are taking place</li> <li>• Statement of Community Involvement fails to mention the petition</li> <li>• The number of school staff stated on the application form is incorrect</li> <li>• School - internal circulation space is inadequate and playground area is less than Department of Education guidelines</li> <li>• Land grab means that the bin store cannot be accessed - loss of right of way</li> <li>• Community response to public consultation mis-represented</li> <li>• A school could be provided on the Bernard Morgan House site</li> <li>• If the estate is to be used as a service route leases will need to be rewritten</li> <li>• Provision should be made for reinforcing and the repairing the estate access road</li> <li>• Double glazing should be provided for Basterfield House and Hatfield House</li> </ul>
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15. To date 31 representations have been received in support of the application. The following issues have been raised:

- The need for the school;
- The high quality of the education provided by CoLPAI
- The lack of choice of state schools in the local area; and
- The need for affordable housing.

This is a summary of the comments received to date

### **Policy Context**

16. The development plan consists of the London Plan, the Draft London Plan (out for consultation) and the City of London Local Plan. The London Plan and Local Plan policies that are most relevant to the consideration of this case are set out in Appendix A to this report.

17. Although Islington's policies do not form part of the development plan, for the purposes of determining the City Application, the policies and Islington's identification and analysis of its policies relevant to the Islington Application are a material consideration and should be taken into account. The City's evaluation will be updated if appropriate once that information is known.

18. Government Guidance is contained in the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG).

### **Considerations**

19. 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 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);*

*(The relevant development plan is the London Plan and the City's Local Plan, including adopted Supplementary Planning Guidance)*

20. As the development affects the setting of listed buildings, the Corporation is required 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) and;

21. Paragraph 131 of the NPPF advises, “In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable
- communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.”

22. The NPPF states at paragraph 14 that “at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means: approving development proposals that accord with the development plan without delay...” It further 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”.*

23. It states at paragraph 7 that sustainable development has an economic, social and environmental role.

24. In considering the planning application account has to be taken of the statutory and policy framework, the documentation accompanying the application, and views of both statutory and non-statutory consultees.

25. The Human Rights Act 1998 incorporates the key articles of the European Convention on Human Rights into domestic law. These include:

26. Article 1 of the First Protocol: Protection of property. Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.

27. Article 14: Prohibition of discrimination. The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.

28. Members of the Committee must be aware of the rights contained in the Convention (particularly those set out above) when making any Planning decisions. However most Convention rights are not absolute and set out

circumstances when an interference with a person's rights is permitted. Any interference with any of rights contained in the Convention must be sanctioned by law and be aimed at pursuing a legitimate aim and must go no further than is necessary and be proportionate.

29. The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

### **Principal Issues**

30. The principal issues in considering this application are:

- The principle of residential development;
- The principle of the provision of a school and the loss of the Adult Education Centre;
- The principle of the provision of office space;
- Design: Height, Bulk, Massing, Form, Architectural Expression, Urban Grain, Streetscene and Landscaping;
- Impact on Heritage Assets;
- Access and inclusive design;
- Servicing, Transport and impact on public highways;
- The impact of the proposal on neighbouring residential and commercial buildings and spaces, including loss of daylight and sunlight, wind microclimate, air pollution, overlooking, noise, odour and security;
- Loss of trees
- Open space and biodiversity
- Energy and sustainability; and
- The extent to which the proposals comply with Government policy advice (NPPF) and with the relevant policies of the Development Plan.

### **The principle of residential development**

31. Policy CS21 of the Local Plan explains that the City Corporation aims to exceed the London Plan's minimum annual requirement by guiding new housing development to and near identified residential areas...and refusing new housing where it would prejudice the primary business function of the City or be contrary to Policy DM1.1 (protection of office accommodation).

32. Policy DM21.1 of the Local Plan states that new housing should be located on suitable sites in or near identified residential areas. The site is adjacent to the Golden Lane area and is an appropriate location for residential development.
33. Policy DM21.1 of the Local Plan further states that new housing will only be permitted where development would not: prejudice the primary business function of the City; be contrary to policy DM1.1 (protection of office accommodation); inhibit the development potential or business activity in neighbouring commercial buildings and sites; and result in poor residential amenity within existing and proposed development, including excessive noise or disturbance. The proposed development would not prejudice the primary business function of the City, it does not involve the loss of office accommodation, and would not impact on the development potential of neighbouring commercial buildings. The impact the proposal has on residential amenity will be addressed in the relevant sections of this report.

### Density

34. London Plan policy 3.3 recognises the need to provide additional housing in London and sets a minimum annual target for the City of London of 141 additional dwellings during the plan period (2015-2025). Policy H1 of the Draft London Plan sets a minimum annual target for the City of 146 additional dwellings. Policy DM21.5 of the Local Plan states that all new housing must be designed to a standard that facilitates the health and wellbeing of occupants and takes account of the London Plan's space standards and complies with the London Plan's Density Matrix standards.
35. The site is within a 'central setting', which is defined as 'an area with very dense development, a mix of different uses, large building footprints and typically buildings of four to six storeys, located within 800m walking distance of an International, Metropolitan or Major town centre. The site has a Public Transport Access Level (PTAL) of 6a (excellent), which recommends that the site is developed at a density of 650-1100 habitable rooms/hectare or 215-405 units/hectare considering the size of the dwellings proposed. The proposed residential development is at a density of 930 units/hectare (2437 habitable rooms/hectare) which is higher than recommended. However, paragraph 3.28 of the London Plan explains that the density matrix should not be applied mechanistically 'enabling account to be taken of other factors relevant to optimising potential – local context, design and transport capacity are particularly important, as well as social infrastructure, open space and play'. The London Plan Housing Supplementary Planning Guidance further explains that in appropriate circumstances it may be acceptable for a particular scheme to exceed the ranges in the density matrix, providing important qualitative concerns are suitably addressed'. To be supported, schemes which exceed the ranges in the matrix must be tested against the following considerations: design, local context and character, public transport connectivity, the quality of the proposed accommodation and its compliance with the housing quality standards (found in the London Plan Housing Supplementary Planning

Guidance), and the management of refuse storage and cycle parking facilities. When these considerations are satisfactorily addressed the London Plan provides sufficient flexibility for such higher density schemes to be supported. It is common for new development in central London to exceed the ranges in the density matrix.

36. It is considered that the proposals comply with policies CS21 and DM21.1 of the City of London Local Plan.

### **The principle of the provision of a school and the loss of the Adult Education Centre**

#### **Provision of a school**

37. Policy CS22 requires that adequate educational facilities and services are provided to meet the community's needs. Policy DM22.1 states that "the development of new social and community facilities should provide flexible, multi-use space suitable for a range of different uses and will be permitted where they would not be prejudicial to the business City and where there is no strong economic reason for retaining office use; in locations which are convenient to the communities they serve; in or near identified residential areas, providing their amenity is safeguarded; as part of major mixed-use developments, subject to an assessment of the scale, character, location and impact of the proposal on existing facilities and neighbouring uses."
38. The site is in a residential area, was previously in educational use and the proposal would not result in the loss of offices or be prejudicial to the business city. There is an identified need for a school in this location. Without the CoLPAI scheme, there would be a shortfall of 438 school places in the south of Islington, equating to over 14 forms of entry. Within the City of London, there is only a single state funded primary school, the Sir John Cass Foundation Primary School, which is a Church of England School and predominantly takes pupils from Tower Hamlets due to its catchment area. Other schools in the City are independent. This combination of faith and/or fees provides an extremely limited choice of school within the City. The proposed Academy would have a significant benefit for residents by providing a new state school which has no entry restrictions. It is proposed that the school hall would be available for community use, fulfilling the requirement for the facility to be a multi-use space.

#### **Loss of the Adult Education Centre**

39. The proposal would result in the loss of an Adult Education Centre on the site which is currently operating.
40. Policy DM22.1 states the loss of social and community facilities should be resisted unless "replacement facilities are provided on-site or within the vicinity which meet the needs of the users of the existing facility; or necessary services can be delivered from other facilities without leading to,

or increasing, and shortfall in provision; or it has been demonstrated that there is no demand for another similar use on site”.

41. The services in the adult education centre, will be retained within the City of London and relocated partly to the Golden Lane Community Centre (which is being refurbished and anticipated to re-open in March 2018) and the City’s business library.
42. It is considered that the proposals comply with policies CS22 and DM22.1 of the City of London Local Plan.

### **The principle of the provision of office space**

43. Policy DM1.3 encourages the promotion of small and medium sized businesses in the City by encouraging new accommodation suitable for small and medium sized businesses or occupiers; and office designs which are flexible and adaptable to allow for subdivision to create small and medium sized business units. The proposed introduction of affordable workspace on the ground floor of the residential tower is welcomed.

### **Design: Height, Bulk, Massing, Form, Architectural Expression, Urban Grain, Streetscene and Landscaping and impact on Heritage Assets**

#### **Height, Bulk and Massing and Urban Grain**

44. The podium of the tower proposes a brick-clad base, of four storeys (14m to eaves), broadly following, although sited proud of (by approx. 3m), the strong orthogonal building line on Golden Lane defined by the four-storey (11m to eaves) Stanley Cohen House, in prominent views along Golden Lane (north and south). It would also respond to the size of the six-storey Golden Lane Estate maisonettes blocks, such as Basterfield House running perpendicular opposite. It is considered that the building line and height of the podium, and the setting in of a podium would provide an appropriate townscape response which would add an appropriate scale to Golden Lane relative to its neighbours.
45. The remainder of the lower blocks, a four-storey ‘L’-shaped school/nursery block and 1.5 storey school hall, are of a disposition and layout which continues, if not in architectural language, in the townscape tradition and urban grain of the Golden Lane Estate: rectilinear, horizontal blocks of human scale following the clean orthogonal building lines defined by Hatfield House and Basterfield House, of perimeter maisonettes blocks enclosing and opening up to a series of raised and sunken courts.
46. The main school/nursery block would follow the building line of Hatfield House, while following through with a matching clean eaves line. The return dog-leg would better enclose and address the wedge of Baltic Street West, consolidating the scale of the street which is defined by the north elevation of Hatfield House, to which it would be subservient.

47. The proposed school hall, at 1.5 storeys tall with set-back upper part, is in the manner, if not style, of the community facilities of the Golden Lane Estate: low slung simple rectangular boxes flowing into surrounding recreational space, continuing the strong east-west line through the Estate between Golden Lane and the leisure centre, running parallel with Basterfield House opposite.
48. Overall, it is considered that the podium, school/nursery block and school hall are of a height, scale massing and disposition which are a good response to the setting of to the Golden Lane Estate.
49. The tower element would have the most significant impact in the wider setting in terms of siting, height, bulk and massing. Tall buildings comprise part of the surrounding townscape, including the 16 storey Great Arthur House, 13-storey Peabody Tower, 17 storey Blake Tower and the taller Barbican towers to the south. These towers are set back from the street, often in a generous landscaping.
50. The proposed residential tower would rise flush, without setback, from the principal west and in particular east elevation, which addresses Golden Lane, whilst it would comprise over two thirds of the width of the podium. Given the building line, lack of set-back and height relative to the podium, it is considered that the tower element would impact on the human/domestic scale of Stanley Cohen House and the other six-storey maisonette blocks making it more more prominent from much of the Golden Lane Estate than Great Arthur House.
51. The siting, height, bulk and mass of the proposed building would be dominant in views along Golden Lane. To a degree, this could be addressed through detailed design.

#### Detailed Design

52. The four-storey podium to the tower, school/nursery block and school hall are proposed to be clad in a plum-coloured brick with 'punched' fenestration set in a reveal to the side elevations and deeply recessed double balconies addressing Golden Lane. The proposed double height inset at first and second floor level with deeply inset brick piers, use of a vernacular brick and projecting balconies echo the core vocabulary of the Golden Lane Estate maisonette blocks. The crowning of the principal elevation is an aluminium stick balustrade, bolted to the rear of a shallow parapet. This could be better terminated, helping create better definition between podium and tower. This could be more emphatically crowned with a clean raised brick with accentuated GRC capping – similar to the surrounding Golden Lane Estate blocks.
53. The brick referenced is the Ketley-type recently used at the Barbican and which is a dynamic, high-quality baked brick with warm mottled tones. This



could create a building of high quality which references its distinctive surroundings. Its delivery should be ensured by condition.

54. The nursery/school block and school hall would follow the same architectural language, with some subtle difference in vocabulary to add diversity and interest, with incised fenestration and reveals, shadow gap rainwater runs and perforated aluminium accents within a robust solid-to-void ratio. This approach ensures an overarching homogeneity with the Golden Lane Estate.
55. It is considered that the architectural concept of a clean slab block in silhouette, with a simple modernist form, in the manner of Great Arthur House, is appropriate. It will have a glass reinforced concrete (GRC) 'skin', in the form of an expressed frame. The regular rhythm of square profile columns and rounded 'pilots', borrowing the latter from the Golden Lane Estate, ties the principal elevations together with the aim of creating a distinctive sculptural frame, complementing the adjacent Golden Lane Estate. It is considered that if well executed this architectural concept could complement the adjacent Golden Lane Estate.
56. It is considered that the proposed depth provided in the balconies and decking of 1.5-2m would be sufficient to relieve and express the frame. This will require the depth of the frame and soffit and the balcony treatment to be well detailed, which could be reserved by condition. It is considered that visible expansion/movement joints, both horizontal and vertical, could significantly undermine the delivery of the architectural concept of a clean and robust sculptural 'skin'. It is recommended that a scheme for removing the need or detailing out of expansion/movement joints should be conditioned.
57. There is a high balcony-to-frame ratio. A cross section shows that the balconies and decking would have a short upstand with stick baluster balconies attached or clasped to the rear of it. In addition, the soffit of the decking/balconies would be flush with the upper frame, giving it less relief. These details should be reserved by condition.
58. The treatment of the flank elevations are important to the coherence and integrity of the architectural concept and in reducing the apparent bulk, mass and height of the building, in particular on the sensitive approaches along Golden Lane. It is proposed to continue the GRC frame alongside regularly aligned fenestration and brick infill panels. No detail has been submitted of junctions or reliefs and this detail should be dealt with by condition.
59. A detail has been added at roof parapet level, an implied shadow gap, providing a subtle 'incident', a characteristic feature of Chamberlain, Powell and Bon. Whilst not clear from the submission, it is apparent that balustrading would potentially need to be accommodated for health and safety which, in addition to potential plant (including photovoltaic tiles),

could breach the clean parapet line, undermining the architectural whole. Further detail should be sought by condition.

60. Policy DM 10.1 seeks that external illumination of buildings is carefully designed to ensure visual sensitivity, the discreet integration of light fittings, and minimal energy use and light pollution.
61. The nocturnal character of the adjoining Golden Lane Estate is one of relatively low levels of ambient light. A detailed cross section of the proposed balconies or decking has not been provided. The tower would be prominent in views into and from within the Golden Lane Estate. It is considered that the tower's lighting will have a major influence on the character of the Golden Lane Estate. It is considered that the architectural frame, which would appear to have the frame flush with the soffit, would not provide the opportunity for the integration of discreet lighting. As such, it is recommended that a detailed Lighting Strategy is reserved by condition.

#### Public Realm and Landscaping

62. The treatment of the school entrance on Golden Lane should be conditioned to ensure adequate lighting
63. The boundary wall between the School and Basterfield Service route would comprise an approximately 3m brick (and possibly timber) wall, with planting, including trees, on the school side. The proposed low level planting beds and green wall on the proposed school hall are welcomed. Details would be dealt with as part of the landscaping condition.
64. A row of new trees is proposed on Golden Lane, in accordance with the aspirations of the Public Realm SPD, which will soften and improve the streetscape of Golden Lane. Details should be provided to ensure that good quality semi-mature trees are delivered.
65. Overall, on balance, it is considered that the proposals would enhance the public realm surrounding the site and improve the interface with the Golden Lane Estate and comply with Policies CS10, DM10.1 and CS14 of the Local Plan.

### **Impact on Heritage Assets in the City of London**

#### **Historic Environment Context**

66. The site adjoins the Golden Lane Estate which is grade II and II\* (Crescent House) listed. The whole of the Golden Lane Estate is being considered for potential conservation area designation. At present, it is not a conservation area.
67. The impact of the proposal on the heritage significance of the heritage assets in the City of London are addressed in this observation.

## Legislation and Policy

68. The Town Planning (Listed Buildings and Conservation Areas) Act 1990, Section 66(1), requires the Corporation 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. In effect of this duty under 66(1) it is required to give considerable weight and importance to the desirability of preserving the setting of listed buildings.
69. Policy 7.8 of the London Plan states that “Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.” Paragraph 7.31A of the supporting text states “Substantial harm to or loss of a designated heritage asset should be exceptional, with substantial harm to or loss of those assets designated of the highest significance being wholly exceptional. Where a development proposal will lead to less than substantial harm to the significance of a designated asset, this harm should be weighed against the public benefits of the proposal, including securing its optimal viable use. Enabling development that would otherwise not comply with planning policies, but which would secure the future conservation of a heritage asset should be assessed to see if the benefits of departing from those policies outweigh the disbenefits.”
70. Policy CS12 of the Local Plan seeks to conserve or enhance the significance of the City’s heritage assets and their settings by: safeguarding the City’s listed buildings and their settings, while allowing appropriate adaptation and new uses, and preserving and enhancing the distinctive character and appearance of the City’s conservation areas, while allowing sympathetic development within them.
71. Policy DM12.1 of the Local Plan relates to managing change affecting all heritage assets and ensuring that the proposals sustain and enhance heritage assets, their settings and significance. Policy DM12.2 relates to development within conservation areas. It seeks to ensure that development in consideration areas is only permitted where it preserves and enhances the character or appearance of the conservation area. Policy DM12.3 relates to listed buildings and seeks to ensure that listed building consent is granted for the alteration of a listed building only where this would not detract from its special architectural or historic interest, character and significance or its setting.
72. Furthermore that “Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings”. (12.1.4)
73. Chapter 12 of the NPPF is relevant in this instance as it sets out key policy considerations for applications relating to designated and non-designated heritage assets. Other relevant guidance is provided by Historic England

including the documents Conservation Principles, Good Practice Advice Notes, including Note 1, Conservation Area Designation and Management, Note 3 The Setting of Heritage Assets and Building in Context (HE/CABE)

74. The NPPF, core principle 10 (paragraph 17), seeks to conserve heritage assets in accordance with their significance. It establishes, at paragraph 132, that great weight should be given to conservation and that the significance of an asset can be harmed by development in the setting of that asset. Commensurate with the level of harm, paragraphs 133 and 134 are triggered which require a balancing exercise to be undertaken.
75. At paragraph 134 the NPPF states that “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 securing its optimum viable use”.
76. Paragraph 135 of the NPPF states that “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 affect directly or indirectly 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.”
77. The setting of a heritage asset is described as:

*The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.*

78. The National Planning Practice Guidelines state that when assessing the setting of an asset, whilst visual considerations are important, the way an asset is experienced can also be influenced by other factors such as noise or use and, whilst two places might not be visible from one another, they may still have a historic or aesthetic connection that amplifies the experience of the significance of each.

### **Principle of Demolition**

79. The proposal will result in the total demolition of the current building comprising the former vacant Richard Cloudesley School, garages and Adult Learning Centre. Other than the use of a complementary plum brick in the school, the development in architectural or urban design terms does not contribute to the significance of the adjacent Golden Lane Estate.
80. It is noted that Historic England have welcomed the redevelopment of the site, in principle.
81. The principle of the demolition is considered acceptable.

## **Impact on the Special Architectural and Historic Interest and Significance of the Golden Lane Estate**

### **The Significance of the Golden Lane Estate**

82. The Golden Lane Listed Building Management Guidelines Supplementary Planning Document (the Guidelines) (September 2013) identifies the nature and extent of the special architectural and historic interest of the Estate. The Guidelines are a material consideration in assessing the current planning application.
83. The Golden Lane Estate is an exemplar of post-war comprehensive redevelopment following the Blitz, executed on a pioneering and cohesive scale under the auspices of a single ambitious landowner, the City of London Corporation. The Guidelines acknowledge that much of the character and special interest derives from the architects' pursuit of a modern exemplar of high-density urban living. This expresses itself on a macro-level through the meticulously planned townscape and generous open landscape and on micro-level through the detailing and layout of individual flats. It should, as acknowledged in the Guidelines, be viewed in its entirety as an ensemble: a piece of architecture, urban design and townscape. The qualities of light, space, transparency, function and communality run through the Estate, from the (unique) large curtain wall landscape window of the community centre raised above the ornamental sunken garden to the finely detailed 'picture frame' curtain wall windows defining the principal aspects of the flats providing views over the generous landscaping.
84. The height and disposition of the blocks was meticulously considered to create varied public/private space, delivering a comfortable sense of enclosure while also feeling open and permeable. The pioneering use of glass curtain walls, in striking primary colours, add light and energy, while the overarching use of a pleasant plum brick ties the architectural whole together.
85. The blocks are disposed to maximise daylight, sunlight, privacy and a sense of spaciousness and transparency. These spatial qualities continue inside where all flats are defined, where possible, by a principal south-aspect, dual aspect, floor-to-ceiling glazing overlooking well-landscaped courts and private balconies on flats which are orientated to avoid direct overlooking from directly facing principle aspects - revolutionary at its time. This openness and the extensive glazing creates a seamless transparency between inside and out, creating internal spaces defined by the relationship with the landscape outside.
86. Great Arthur House was, on completion in 1957, the tallest residential building in Britain and a pioneer of high-rise urban living which came to define post-war urban Britain. It anchored the Estate, from which the open space and maisonette blocks pivot, acting as its landmark centrepiece.

The height allowed Chamberlain, Powell and Bon to achieve the required density, allowing the generous open landscape and human-scale of the remainder of the Estate. The refined aluminium-framed glass curtain wall with striking yellow 'Muro' glass still to this day is striking. Its rectilinear slab silhouette is enlivened by the foil of its curvilinear canopies, which mark the innovative formal communal garden at roof level, inspired by Le Corbusier's Unité d'habitation.

### The Contribution Setting makes to that Significance

87. The NPPF states that elements of the setting of a heritage asset can make a positive, neutral or negative contribution to its heritage significance and a viewer's ability to appreciate that significance.

88. There is no specific section in the Guidelines dedicated to the Estates' setting, or which seeks to identify particular elements of that setting which are deemed to make a positive, negative or neutral contribution to it. However, in Part 2 (section 1.2.1), "Key conclusions and recommendations", under Holistic Significance, it states:

89. The views from – as well as into – the estate are important. Part of the special architectural interest of the estate lies in its relationship with adjacent buildings, their height, scale, mass, form, materials and detailing could, for example, have an impact on that special interest.

90. Part 1.2.1.2 of the Guidelines continues:

*The estate should be appreciated in its entirety: not only its various components – residential, community, recreational, commercial and the external spaces between buildings – but also its setting within the surrounding urban fabric. The views from and into the estate have become important, and part of its special architectural interest lies in its relationship to adjacent buildings. Any developments on the immediate boundaries of the listed area should take into account the significance of the estate's setting.*

91. The Guidelines acknowledge that the Estate was planned with a strong sense of enclosure and, in the words of the architect, was "inward looking", given the bleak wasteland setting following WWII.

92. It should be acknowledged that the setting of the Estate has changed significantly since the 1950s, and will continue to change. The Peabody Towers, Braithwaite Tower, Cripplegate House (as extended), Blake Tower and 121-167 Roscoe Street are all visible above the perimeter blocks from views within the Estate, placing it in an evolving and dynamic urban context. To the south it can be viewed with the backdrop of the Barbican tower and podium composition; reflecting continuity in architect and the development of Modernism.

93. In this regard, the only specific reference in the Guidelines to an important aspect of setting is reference to the view along Goswell Road of Crescent House with the backdrop of the Barbican Towers, identified as being of (fortuitous, if not intended) interest, given the continuity in architect and an appreciation of the development of Modernism. The Barbican towers and podium dominate the skyline to the south, providing an important visual reference and transition, contributing to the significance of Golden Lane Estate.

94. It is considered that the following elements of the setting of the Golden Lane Estate contribute to its significance:

- The visual relationship with the Barbican to the south; in particular in the views from Goswell Road of Great Arthur House, Crescent House and the Barbican towers and the north-south axis view from the Bastion through the central piazza towards the tower of the Jewin Chapel on alignment with the Shakespeare Tower;
- The strong sense of enclosure and unity felt in the sunken gardens, on a whole unfettered by looming development in the immediate vicinity;
- The retention of open diagonal views across the whole site with limited bulky development in the immediate setting to break up the unity and inter-visibility of the enclosing residential blocks;
- An ability to appreciate the Estate from outside views in, the dominance of Great Arthur House, in contrast to the more humble scale of the perimeter blocks;
- An ability to appreciate the interrelationship between the interior of the maisonette flats and the external spaces.

#### Impact on the significance of the Golden Lane Estate

95. The residential tower would be visible on approach to the Estate from Aldersgate Street, Goswell Road, Baltic Street West, Golden Lane and Viscount Street in the City of London. It would also be visible from in the Estate from the western forecourt to Great Arthur House, the former community piazza, the bastion, Basterfield Lawn, the tennis courts and associated circulation space enclosed by Cullum Welch House, Crescent House and Hatfield House.

96. It is considered that, by reason of its height, bulk and mass, the proposed tower would appear dominant on the principal approach to the Estate from Golden Lane (north and south), and from views within the Estate, in particular from the bastion and raised circulation space around Basterfield Lawn. On approach, and to a lesser degree from within the Estate, it is considered that the bulk/mass of the proposed tower would to a degree diminish the primacy of Great Arthur House on the skyline of the Estate. The siting, alignment, grain, height, scale, massing and detail of the lower podium, 'L'-shaped school block and school hall are considered an appropriate response to the Estate. This harm is considered "less than substantial", and should be weighed against the proposed public benefit.

97. The emerging view from Old Street is currently defined by the human scale of Basterfield and Stanley Cohen House, of the strong rectilinear orthogonal blocks and a skyline defined by Great Arthur House and the Barbican tower and podium composition. This offers a rich appreciation of a multi-layered and comprehensive Post-War townscape by a single notable architectural practice. This view would be impacted by the proposed tower, restricting views of Great Arthur House and the Barbican Tower and impacting on the scale of the perimeter blocks.
98. On approach from the south, from Beech Street, the proposed tower element, again due to its siting, terminating the strong horizontality of Stanley Cohen House, and significant height, bulk and mass, would diminish the of Great Arthur House and an appreciation and understanding of its significance, but to a lesser extent than from the north.
99. The proposal would have a less significant impact on the east-west approaches, where Great Arthur House would retain its primacy, in particular in views from Goswell Road and Fortune Street/Fortune Street Park.
100. From within the Estate, it is considered that the overall sense of enclosure, openness, light and sightlines would be preserved, but the sheer height, and in particular the bulk and massing of the proposed tower, would have an apparent overbearing impact on views from the raised circulation spaces surrounding the Bastion/Basterfield Lawn, the space around the children play area the tennis courts. From these, it would challenge the primacy of Great Arthur House, diminish an appreciation of the scale of the blocks and reduce the integrity of their clean parapet lines. It is acknowledged that these views would be transient, in places fleeting/glimpsed and generally oblique, whilst from significant spaces such as the community piazza, sunken ornamental garden, community centre and western piazza, the impact would at times be removed or much diminished.
101. Overall, it is considered that in the majority of instances, Great Arthur House would continue to define the Estate, not least because of its distinctive silhouette and striking primary yellow Muro glass curtain wall façade, and that the disposition of the maisonette blocks and strong enclosure of its spaces would still allow it to retain a significant degree of primacy over the Estate as a whole. The proposed tower would be no higher or wider than Great Arthur House, whilst its more understated design would not detract from an appreciation of it.
102. The 'L'-shaped nursery/school and school hall would be of a disposition, orientation, scale and appearance which would complement the Estate – providing a continuation of scale, building lines, views and routes through the Estate. The overarching use of a complementary brick, defining rectilinear horizontal blocks with a consistent rhythm of cross walls and balcony modelling, would be distinct, but sensitive to the estate, whilst not competing with it.



## **Impact on the Special Architectural and Historic Interest and Significance of the Barbican**

### The Significance of the Barbican and the Contribution Setting makes to that Significance

103. The principal significance of the Barbican, including the associated landscape, is as a leading example of a Modernist project in the High Brutalist style, and is perhaps the seminal example nationally of a comprehensively planned Post-War, mixed-use, Modernist community.
104. It comprises a series of long slab blocks at a raised podium level, separating pedestrians from vehicular traffic, and a composition of towers which encloses private and public landscaped open spaces centred on a lake which incorporates formal planting and ancient monuments in a Le Corbusian manner.
105. It is necessary to consider the contribution of setting to the significance of the Barbican. The Estate was designed to be like a modern 'fortress', defining its own setting, and whilst there had originally been planned relationships with its surroundings, many were never implemented.
106. The Barbican has 'hard edges' with the surrounding townscape and, other than the Blake Tower, it does not form a strong architectural relationship with surrounding buildings or landscapes. However, as discussed, the clear juxtaposition between the Golden Lane Estate and the Barbican is an important relationship which contributes to the significance of these 20th Century landscapes. An appreciation of the Barbican, on approach from the north from Golden Lane and Goswell Road, is important.

### Impact on the Barbican

107. As discussed, the Barbican tower and podium composition was designed with an approach from the north in mind. When approached from Golden Lane (via Old Street), the towers provide a dramatic silhouette when appreciated against clear sky with their deep modelling and serrated profile. When contrasted with the manner of the Golden Lane Estate, there is a strong appreciation for the development of Modernism post-war.
108. An important approach, identified in the Golden Lane Estate Listed Building Management Guidelines, is the approach to the Barbican from Goswell Road with the view of Crescent House, its gracious curve of experimental bush-hammered concrete culminating in the dramatic verticality of the Barbican's Lauderdale Tower in confident bush-hammered concrete. The view, as it emerges from Clerkenwell Road, has been tested as part of the submission and the proposed tower would have limited visibility and would not exert significant influence over this view. It is considered that the impact would be neutral.

109. Otherwise, given the scale, strength and robustness of the Barbican, which would still predominate in many views of it from its setting, it is not considered that in wider views the proposed tower would detract from its significance, or an appreciation or understanding of it.

110. Overall, it is considered that the proposal, because of the diminished view in the approach from Golden Lane, would cause slight, less than substantial harm to the significance of the Barbican as a listed building and registered landscape.

### **Impact on the Special Architectural and Historic Interest and Significance of Cripplegate House**

#### The Significance of Cripplegate House and the Contribution its Setting makes to that Significance

111. Built in 1893-96, and by architects Sidney R.J. Smith, it was built as a grand late-Victorian civic philanthropic venture for the betterment of the working poor of the Cripplegate Ward. It is an isolated remainder of Victorian Cripplegate that was altered following conversion to offices in 1987-92.

112. Though much altered, extended and stretched behind a part retained facade, it displays a handsome front facade of red brick with Portland stone dressings in an eclectic free-Jacobean manner with some good detail. The rear red brick 1980s part is of no architectural or historic interest.

113. Cripplegate House's historic setting, as part of a cohesive Victorian townscape of warehouses, workshops, terraces, alleys and courts has been lost. In terms of height, architectural form, style and materials it has little relationship or dialogue with its neighbours. However, its prominent townscape position on Golden Lane assists in allowing an appreciation and understanding of its architectural and historic interest.

#### Impact on Cripplegate House

114. The proposed tower would be visible on approach to Cripplegate House from Beech Street/Golden Lane. Given the substantial distance between the two, and the scale of Cripplegate House within its immediate townscape, it is not considered that the proposal would harm the significance of Cripplegate House, or an appreciation or understanding of it.

### **Impact on the Heritage Significance of the Jewin Chapel as a Non-Designated Heritage Asset**

#### The Significance of the Jewin Chapel and the Contribution its Setting makes to that Significance

115. The Jewin Welsh Chapel is not listed but is considered a non-designated heritage asset because of its strong architectural and historic interest.

116. Built in 1956-61, contemporaneous with the adjacent Golden Lane Estate, by noted ecclesiastical architects Caroe and Partners, it replaced a former Gothic Revival church of 1879 bombed in the Blitz. It is an interesting example of Scandinavian-influenced Modernism termed “New Humanism”, popularised during the Festival of Britain. Of pink/plum brick (with matching neat flush pointing) with Portland stone dressings and a copper-clad roof.
117. The brick (colour and finish) is a clear reference to the Golden Lane Estate brick, whilst the imposing west tower forms the southern termination to the principal north-south axis view from the bastion garden through the central ‘piazza’, which was conceived as the social focus of the Estate: a townscape ploy which would seem deliberate, rather than fortuitous. It is known that Gordon Cullen, who was developing his concept of ‘townscape’ at the time, had advised on the Golden Lane Estate. The tower is a local landmark with a belfry stage gallery of deeply splayed slit windows crowned by a socketed copper roof with stylised urn finial, terminating one of the only ‘closed’ vistas in the Golden Lane Estate.
118. The Jewin Church is considered to be of local architectural, historic and communal heritage interest, inherently as a building and in its positive contribution to the setting of Golden Lane, especially in terminating the principal north-south axis view.

#### Impact on the Jewin Chapel

119. The chapel would be viewed in the context of the proposed tower in views from Fann Street and, to an extent, Viscount Street. In Viscount Street, given the scale of the church and tower relative to the enclosing built environment, it is considered that the proposed tower would not diminish the church. From Fann Street, it is considered that the impact would be neutral.
120. Overall, the significance of the Jewin Chapel as a non-designated heritage asset would not be harmed by the proposed development.

#### **Summary of Impacts**

121. The proposal has been assessed in relation to the relevant heritage policies of the London Plan and Local Plan. The proposals would result in some harm to the setting of Golden Lane Estate and the Barbican. As such Policy CS12 is not fully complied with. However it is considered that the harm is less than substantial and is outweighed by the significant public benefits of development.

#### **Amenity of neighbouring residents**

#### **Daylight and Sunlight**

#### Policy Background

122. Local Plan Policy DM10.7 Daylight and Sunlight resists 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 (BRE) guidelines. The policy requires new development to provide acceptable levels of daylight and sunlight for occupiers. Paragraph 3.10.41 of the Local Plan indicates that BRE guidelines will be applied consistent with BRE advice that ideal daylight and sunlight conditions may not be practicable in densely developed city centre locations. Unusual existing circumstances, such as the presence of balconies or other external features which limit the daylight and sunlight that a building can receive, will be taken into account. Policy DM21.3 of the Local Plan requires development proposals to be designed to avoid overlooking and seek to protect the privacy, daylighting and sunlighting levels to adjacent residential accommodation.

123. BRE guidelines consider a number of factors in determining the impact of development on daylight and sunlight on existing dwellings:

- Daylight to windows: Vertical Sky Component (VSC): a measure of the amount of sky visible from a centre point of a window. The VSC test is the main test used to assess the impact of a development on neighbouring properties. A window that achieves 27% or more is considered to provide good levels of light, but if with the proposed development in place the figure is both less than 27% and reduced by 20% or more from the existing level (0.8 times the existing value), the loss would be noticeable.
- Daylight Distribution: No Sky Line (NSL): The distribution of daylight within a room is measured by the no sky line, which separates the areas of the room (usually measured in sq. ft) at a working height (usually 0.85m) that do and do not have a direct view of the sky. The BRE guidelines states that if with the proposed development in place the level of daylight distribution in a room is reduced by 20% or more from the existing level (0.8 times the existing value), the loss would be noticeable. 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.
- Sunlight: sunlight levels are calculated for all main living rooms in dwellings if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are considered less important although care should be taken not to block too much sun. The BRE explains that sunlight availability may be adversely affected if the centre of the window receives less than 25% of annual probable sunlight hours (APSH), or less than 5% APSH between 21 September and 21 March; and receives less than 0.8 times its former sunlight hours as result of a proposed development; and has a reduction in sunlight hours received over the whole year greater than 4% of annual probable sunlight hours.

124. Developers may also consider Average Daylight Factors (ADF). ADF is the ratio of internal light level to external light level. BRE advise that ADF is not generally recommended to assess the loss of light to existing buildings, but is appropriate to consider daylight and sunlight to new dwellings. Guidance on the levels of daylight to be provided are set out in the British Standard on daylight, which recommends minimum values for ADF of 1% for bedrooms, 1.5% for living rooms and 2% for kitchens. The British Standard recommends that where a living room includes a kitchen, the higher minimum average daylight factor of 2% should apply.

#### Daylight and sunlight assessment

125. The applicant's consultant has undertaken a study of the impact of the proposed development on the relevant rooms in the surrounding residential and educational buildings and on sunlight to neighbouring amenity spaces in the City of London and Islington. The study has been reviewed and its assessment of the extent of the impact is considered sound.

#### Daylight and Sunlight to Existing Neighbouring Buildings in the City of London

126. Any development of this site over one-storey in height (the existing situation) would result in a reduction in daylight received and some departures from the BRE guidelines. The BRE guidelines recognise the possibility of this scenario and state that they need to be interpreted flexibly.

#### *Golden Lane Estate Allotment*

127. The Daylight and Sunlight Report submitted as part of the application demonstrates that this space would be fully BRE compliant, with over half of the area receiving at least two of sunlight on 21st March.

#### *Basterfield House and Hatfield House*

128. Basterfield House, to the south, faces the proposed development across the service road. The affected elevation contains duplex flats with kitchens on the ground, second and fourth floors and bedrooms on the first, third and fifth floors. The affected kitchen windows have projections/overhangs above them that limit the light received from the sky. In such circumstances, BRE guidelines recommend an additional assessment assuming the balconies are not present.

129. An assessment has been undertaken of the impact of the development on 79 windows in the affected façade. For 61 windows the VSC would be below the BRE guideline figure of 27% and below 0.8 times the existing value. Hatfield House, to the west, is adjacent to the development. An assessment has been undertaken of the impact of the development on 24 windows. For 6 windows the VSC would be below the BRE guideline figure of 27% and below 0.8 times the existing value.

130. The loss of daylight to these windows would be noticeable by the occupants. It is acknowledged that the daylight enjoyed by living rooms is not affected by the proposed development. The windows that face the proposed development serve kitchens and bedrooms, which are less sensitive to losses in daylight.

131. The proposals do not fully comply with policy DM10.7 of the City of London Local Plan as noticeable reductions in daylight arise. This is to bedrooms and kitchens, which are identified as being of lesser significance than living rooms in the BRE guidelines and also recognises that ideal daylight conditions may not be practicable in densely developed city centre locations. The presence of balconies or other external features should be taken into account. The public benefits of the scheme have to be weighed against this residential loss of amenity.

### **Overlooking**

132. Policy DM21.3 of the Local Plan states that all development proposals should be designed to avoid overlooking.

133. On the podium part of the residential block there are windows on the southern elevation (looking towards Basterfield House) serving a bedroom at first floor level and a bedroom, the living room/kitchen and the balcony at third floor level. The separation distance between these buildings is approx. 8.5m. The windows on Basterfield House serve bedrooms. If this is felt to be a concern it could be dealt with by a condition that requires obscure glazing and its maintenance for the life of the building.

134. On the 4th-6th floors the windows on the southern elevation serve a bedroom and living room/kitchen. The separation distance here is approx. 18.2m. Considering the separation distance between the two buildings this is considered to be an acceptable relationship.

135. The upper floors would look over the roof of Basterfield House. The southern elevation of the school is blank.

136. It is considered that subject to conditions the proposals comply with policy DM21.3 of the City of London Local Plan.

### **Noise**

#### During the demolition and construction periods

137. In redevelopment schemes most noise and vibration issues occur during demolition and early construction phases. Noise and vibration during demolition and construction should be controlled through conditions to protect nearby residents and commercial occupiers from noise, dust and other environmental effects attributable to the development.

#### From the proposed flats and school

138. Local Plan policy DM15.7 states that ‘developers will be required to consider the impact of their developments on the noise environment. 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’. It is considered that whilst the proposed increase in the number of residents could lead to an increase in noise it is not considered that this would result in a significant detrimental impact on the occupiers of neighbouring properties. It would not be reasonable to restrict the use of private balconies, which will to some degree be managed by the occupiers themselves. Environmental Health have raised no concerns.
139. Residents’ access to the MUGA outside school hours and community use of the school hall should be secured through the S106 agreement, which would include the requirement for a management plan for both facilities. Opening hours should be controlled as part of the management plan.
140. The proposed play ground noise level predictions are noted. Further screening of these areas should be considered. This would need to be the subject of a condition.
141. It is considered that, subject to conditions and the S106 agreement, the proposals comply with policy DM15.7 of the City of London Local Plan.

#### **Odour from the proposed school kitchen**

142. Additional methods of odour control may be required. Ventilation systems for extracting and dispersing any emissions and cooking smells must be discharged at roof level and designed, installed, operated and maintained in accordance with the manufacturer’s specification in order to prevent them adversely affecting neighbours. Planning permission may be required for any ducts, vents or plant and further details should be required by condition.

#### **Light pollution**

143. No Lighting Strategy has been provided. This should be the subject of a condition and should include the impact of lighting on the bedrooms of the proposed flats; the impact on lighting on neighbouring properties; and the impact of light visually on the townscape and comply with the Institute of Lighting Engineers Guidance.

#### **Quality of the proposed residential accommodation**

144. Policy DM3.1 states that “where feasible, proposals for mixed use developments must provide independent primary and secondary access points, ensuring that the proposed uses are separate and self contained”. The residential block is entirely separate from the school and school hall, and the flats and workspace have separate entrances. The proposals comply with policy DM3.1.

145. Paragraphs 2.1.17-2.1.18 of the London Plan Housing Supplementary Planning Guidance explains that ‘the standards set out the minimum level of quality and design that new homes should meet. The extent to which proposed developments depart from the standards should be taken into account in planning decisions. Application of standards through the planning system (as they are through this SPG) provides some flexibility. Consideration should be given to these standards alongside achievement of other policies of the London Plan. In particular, regard should be had on the one hand to overall viability and the need to ensure an appropriate level of housing supply in changing economic circumstances. On the other hand, consideration should be given to the fact that the homes and living environments we build today will frame the lives of those who live in new homes or use the neighbourhoods now and into the future. Failure to meet one standard would not necessarily lead to an issue of compliance with the London Plan, but a combination of failures would cause concern’.

#### Space standards

146. The DCLG Technical Housing Standards sets out the requirements for the Gross Internal Area (GIA) of new dwellings at a defined level of occupancy. Standard 26 of the London Plan Housing Supplementary Planning Guidance states that a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1 sqm should be provided for each additional occupant. All of the proposed dwellings meet these technical space standards for internal space and private amenity space.

#### Communal open space – the MUGA

147. Standard 4 of the London Plan Housing Supplementary Planning Guidance states that where communal open space is provided, development proposals should demonstrate that the space is overlooked by surrounding development; is accessible to disabled people including people who require level access and wheelchair users; is designed to take advantage of direct sunlight; and has suitable management arrangements in place. The MUGA would be overlooked by the flats within the development.

#### Entrances and Active Frontages

148. Standard 8 of the London Plan Housing Supplementary Planning Guidance states that all main entrances should be visible, clearly identifiable and directly accessible from the public realm. Standard 10 of the London Plan Housing Supplementary Planning Guidance states that active frontages should be maximised and inactive frontages minimised on the ground floor or buildings. The main entrances to the building are accessed from the street. The frontage on Golden Lane would be activated by the ground floor workspace and the pupil entrance to the school. Details of the treatment of the elevation to the workspace and the school entrance are required by condition to ensure that this frontage is adequately animated.



## Privacy and Outlook

149. Standard 28 of the London Plan Housing Supplementary Planning Guidance states that proposals should demonstrate how habitable rooms within each dwelling are provided with an adequate level of privacy in relation to neighbouring properties, the street and other public spaces. The units have deck access. There are concerns over privacy to bedrooms immediately adjacent to the communal deck access. Details of defensible space on the decks is required by condition.
150. Standard 29 of the London Plan Housing Supplementary Planning Guidance states that development should minimise the number of single aspect dwellings. North facing single aspect dwellings and single aspect dwellings containing three or more bedrooms should be avoided. The design of single aspect ground floor dwellings will require particular consideration to maintain privacy and adequate levels of daylight. None of the proposed flats are single aspect.

## Wind

151. The residential block should be tested in terms of its impact on the local wind microclimate (including the balconies), in accordance with policy 7.6B(d) of the London Plan and the City of London Planning Advice Note: Wind Effects and Tall Buildings. This should be the subject of a condition and any wind mitigation measures required as a consequence would need to be approved.
152. It is considered that, subject to conditions, the proposals comply with policy DM3.1 and DM21.5 of the City of London Local Plan.

## **Transport, Servicing, and Impact on Public Highways**

### During demolition and construction

153. Details of the management of freight vehicle movements should be required by condition.

### Servicing

154. Policy DM16.5 states that “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”. Both the residential block and the school would be serviced from the street, which means that the proposals do not comply with policy DM16.5. The school would be serviced from Baltic Street West and deliveries/collections would consist of a weekly bin collection, a biweekly recycling collection, a daily kitchen delivery, a daily post-delivery (made on foot); and a further daily delivery. If this is accepted, as Baltic Street has no turning head, deliveries and collections would need to be carefully managed to avoid

conflict with school drop-off and pick up times. Delivery and Servicing Plans should be required by condition.

#### Disabled parking

155. Policy DM16.5 states that “designated parking must be provided for Blue Badge holders within developments in conformity with London Plan requirements”. The applicant has stated that disabled parking spaces would be provided on street and not on site, and would be provided on a case by case basis. Provision on street would be subject to orders being made after consultation. The proposal is not compliant with Policy DM16.5, but considering that Islington operates a Blue Badge scheme and the public benefits of the proposals, the non-compliance is considered to be justified.

#### Cycle parking and facilities

156. Policy DM 16.3 of the Local Plan requires cycle parking provision for residential development to meet London Plan standards. Policy DM 16.3 states that the City Corporation encourages these standards to be exceeded and encourage on-street cycle parking in suitable locations.

157. It is proposed that 114 cycle parking spaces are provided for the residential block. The number of cycle parking spaces provided for the residential block exceeds the London Plan requirements (of 89 spaces) and is acceptable.

158. The provision for the school is considerably lower than the number required by the London Plan (57 spaces). The justification given by the applicant for this is that there is limited space available to provide cycle parking and any increase would most likely result in a loss of play space. It is considered that the policy compliant number of cycle parking spaces could be provided if the provision was split across the site and double-stackers were used. This could be dealt with by a condition.

#### Waste Management

159. Policy DM17.1 states that “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”.

160. Wheelie bins cannot be trundled more than 10m from a collection point to the refuse vehicle. Therefore, a collection area must be allocated near to the entrance, which should be the subject of a condition.

#### Open space, biodiversity and loss of trees

161. Policy DM19.1 states that “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.”

162. Policy DM19.4 states that “the City Corporation will protect existing play provision and seek additional or enhanced play facilities or space, particularly in areas identified as deficient by...requiring external play space and facilities as part of new residential developments which include 20 or more family units (those with 3 or more bedrooms) or more affordable units of 2 or more bedrooms.” Policy 3.9 of the London Plan requires 440 sqm of play space to be provided for a scheme of this scale. The scheme does not include any on-site children’s play space except for the use of the MUGA by residents outside school hours.
163. The application includes (as part of the Planning Statement Addendum) a justification for the lack of on-site formal children’s play space. The justification given is the proximity of play provision close to the site (Golden Lane Estate playground, Fortune Street Park, Quaker Gardens), facilities available in the Golden Lane Children’s Centre, the Early Bird Breakfast Club and the after-school Enrichment Club; and community use of the school hall. The Early Bird Breakfast Club and the after-school Enrichment Club and community use of the school hall cannot be used as justification as these are not free of charge. The MUGA would provide 440sqm of play space, which meets the London Plan requirement, but would only be available outside school hours. This is not in complete compliance with policy. Access to this space would need to be ensured through the S106 agreement.
164. Each flat would have private amenity space in the form of a balcony. Policy DM10.3 states that roof gardens and terraces will be encouraged where they do not immediately overlook residential premises. The balconies would not directly overlook neighbouring residential premises.
165. Policy DM10.2 states that the installation of green roofs should be encouraged. “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”. It is proposed that the school hall and the podium level of the residential block have sedum roofs, and that the southern elevation of the school hall (facing Basterfield House) is a green wall. The roof of the main school building cannot be green as outdoor playspace would be situated here. A condition requiring the sedum roofs to be provided and maintained should be included.
166. Policy DM19.2 states that “developments should promote biodiversity and contribute to urban greening by incorporating: green roofs and walls, soft landscaping and trees; features for wildlife, such as nesting boxes and beehives; a planting mix which encourages biodiversity; planting which will be resilient to a range of climate conditions; maintenance of habitats within Sites of Importance for Nature Conservation.”

167. A Preliminary Ecology Appraisal Report has been submitted as part of the application, which provides details of a desktop study and site survey. The site is not subject to any statutory or non-statutory ecological designations.
168. The report concludes that the trees and vegetation in the unmanaged planted beds along the western boundary provide suitable habitat for nesting birds, however this is limited and it is unlikely that nesting birds would utilise the site in great numbers. A precautionary approach to vegetation removal is considered adequate to safeguard the species.
169. Following the initial assessment, the site was not considered to provide a suitable habitat for roosting bats, dormice, water voles, great crested newts, reptiles or badgers and further surveys in respect of these species are not considered to be necessary.
170. In order to avoid any potential impacts on breeding birds any vegetation clearance, particularly within the planted beds along the western site boundary should be carried out outside of the main bird nesting season which runs from March to August inclusive. If any nests are found during the works, all activities in the vicinity of the nest must cease and the nests should be protected until such time as the young have fledged and left the nest. If any nesting birds are found at any time during clearance works, work should stop immediately and an ecologist consulted. This should be secured by condition.
171. It is recommended that an update habitat survey is undertaken if more than 12 months have elapsed between the survey and the point at which any development decisions have been made at the site. This should be secured by condition.
172. Bird boxes, log piles and a bug hotel are a feature of the school playground, which would support the site's ecology, and should be approved as part of the landscape plans.

#### Loss of trees

173. An Arboricultural Impact Assessment has been submitted as part of the application. To facilitate the development, four category C trees (low quality and value with at least 10 years remaining life expectancy or young trees with a stem diameter of less than 150mm) (two silver birches, a cherry tree and a butterfly bush), one area of scrub, and one group of C category trees would require removal. One area of climbing plants would need to cut back to the common boundary. The landscaping proposals show that 20 new trees would be planted across the site and on the site frontage on Golden Lane. The proposed development would result in a net gain in tree numbers. A condition is recommended to ensure that if these trees do not survive they are replaced. It is recommended that all retained trees are protected throughout the demolition and construction phase and that the method of protection is controlled by condition.

## **Energy and Sustainability**

174. London Plan Policy 5.2 requires residential development to be zero carbon, with a 35% reduction in carbon emissions being achieved on site. The Energy and Sustainability Statement submitted as part of the application demonstrates that the residential block has been designed to achieve an improvement of 38.59% over the 2013 Building Regulations requirements. This would be achieved through energy efficiency measures and on-site CHP. A carbon offsetting payment would be required to meet the zero carbon target.
175. For non-residential development London Plan Policy 5.2 requires an overall 35% improvement in carbon emissions. The school has been designed to achieve a 40.6% improvement over the 2013 Building Regulations through energy efficiency measures and on-site CHP. No renewables sources are proposed at this stage as the building achieves the 35% target without renewables.
176. Policy CS15 requires the highest feasible and viable sustainability standards to be applied to all development and, therefore, renewable energy measures such as solar Photovoltaic panels should be included in the development regardless of whether the London Plan targets have been met with other measures.
177. The London Heat Map shows that this site is close to two District Heating networks: Citigen and Bunhill Row. London Plan and City Local Plan policies require that a connection to an existing District Heating network should be prioritised ahead of on-site CHP. Such a connection is likely to improve the carbon performance of this development with additional benefits for air quality in the vicinity.
178. The development should include connection to a local District Heat Network. If there are exceptional circumstances which make this impossible then this should be fully justified and mitigation for carbon emissions and air quality impacts should be put into place. This would need to be required by either a condition or through the S106 agreement.
179. The BREEAM 2014 New Construction Design Stage Tracker submitted as part of the application demonstrates that the development has been designed to achieve a BREEAM rating of Excellent in line with Policy CS16.

## **Flooding and drainage**

180. A Flood Risk Assessment has been submitted as part of the application. The site is within Flood Zone 1 and has a low risk of flooding from groundwater, pluvial or sewers and has a low to negligible risk of flooding from all other sources. The report concludes that the development proposals should not increase flood risk on or off site.

181. The Flood Risk Assessment includes a Surface Water Drainage Strategy, which sets out appropriate measures for the site. The existing site is currently drained to the existing Thames Water combined sewers. There are no separate adoptable foul and surface water sewers in the vicinity of the site. In addition, the existing ground conditions are not suitable for infiltration techniques.
182. The proposed drainage network for the residential development and the school have been designed to be independent entities. As such the proposed runoff rate for each network will be 5l/s, and will therefore discharge to the existing combined sewer at 10l/s. To achieve the proposed discharge rates for storm events up to the 1:100 year + CC (40%), it is proposed to use a geo-cellular system to provide 166m<sup>3</sup> of storage for the school and 30m<sup>3</sup> of storage for the residential development. Details of landscaping, SuDs components and measures to prevent flooding are required by condition.
183. It is considered that, subject to conditions, the proposals would comply with policies CS18, DM18.2 and DM18.3 of the Local Plan.

### **Air quality**

184. Section 7.14 of the London Plan requires that major developments are at least air quality neutral in terms of their overall impact on air quality. An Air Quality Report has been submitted as part of the application.
185. The future air quality predictions in the report are stated to be worse case and that air quality would be significantly below the annual mean objective; however, these predictions seem overly optimistic. As such, given the nature of the school environment, possible exceedances of the air quality objectives, traffic impacts at drop off and pick up time, for example idling engines, further details are required by condition.
186. The report should consider: ventilation/filtration requirements for the development occupiers, information for staff/pupils to reduce exposure; reference to the travel plan which promotes walking/cycling, public transport and discourages private car use; measures to stop idling engines; specification of ultra-low NO<sub>x</sub> boilers and CHP; any greening measures to reduce exposure; and any other relevant measures
187. As details relating to site combustion plant is not known, the air quality report does not include an impact assessment of the proposed CHP and the report states this will be done when more information is available. The applicant should note that the CHP assessment should include the roof-top play area as a receptor location. In addition, the air quality neutral assessment does not include an assessment of building emissions, therefore it is recommended that both of these elements are conditioned.
188. During construction dust emissions would increase and would require control through the implementation of good practice mitigation measures,

which should be required by conditions as part of the Demolition and Construction Method Statements.

189. It is considered that, subject to conditions, the proposals would comply with policy DM15.6 of the Local Plan.

### **Archaeology**

190. The site is in an area of archaeological potential where remains from all periods may be expected to survive, and particularly from the medieval and post-medieval periods. There is low to medium potential for Roman remains, including Roman burials, to survive.

191. The existing building structures within the City are single storey, do not have a basement and part of the site is not built on. There is evidence that the previous pre-war buildings on the site had basements and part of the site is over a former road. The archaeological survival will be affected by the existence of previous basements and building foundations and bomb damage. The proposed development on the site within the City would not have a basement and any archaeological impact would be from the proposed ground floor slab, new foundations and drainage.

192. An Archaeological Desk Based Assessment has been submitted with the application. Archaeological evaluation is required to provide further information on the nature, character and date of archaeological survival and to design an appropriate mitigation scheme to record any remains affected.

193. Conditions are recommended to cover archaeological evaluation, a programme of archaeological work and details of the proposed ground floor slab and below ground works including drainage and foundation design.

194. It is considered that, subject to conditions, the proposals would comply with policies DM12.4 of the Local Plan.

### **Conclusion**

195. The proposed development is a significant development on the northern boundary of the City, largely located within the London Borough of Islington with a small part of the school site within the City boundary.

196. The scheme provides 66 new residential units all of which will be social housing in a high-quality purpose built block. The units meet space standards and provides a balance of different sized units. The scheme provides less amenity space than a policy compliant scheme would though this is made up for, to a degree, by the availability of the school playground for out of school hours use by the residents and access to existing facilities in the neighbouring park.

197. New work space to enliven the ground floor elevation of the residential block will create new employment uses and will enliven the frontage.
198. The scheme provides a much needed purpose built primary school, with play areas and with a school hall which will also be available for community use. Its operation and hours of use will be managed through a S106 agreement covenants through a Management plan.
199. Many aspects of the proposal are supported by policy whilst a number of matters are not. These are:
200. The less than substantial harm to the setting of the listed Golden Lane Estate. This less than substantial harm cannot be mitigated without a substantial reduction in the height of the tower and thereby impacts on the deliverability of a significant number of residential units. It is considered that this less than substantial harm can be balanced against the benefits of the scheme.
201. The loss of daylight to a number of flats on the Golden Lane Estate. The losses in Basterfield House whilst significant are to bedrooms and kitchens, to rooms in part impacted by balconies and which the BRE standards state are of less significance than living rooms. Whilst the impact this loss has is noticeable and significant in some cases it is considered that it can be weighed against the provision of new social housing.
202. The lack of off street servicing arrangements for the school and residential. Due to the sensitive nature of the school use and site this will need to be very carefully managed to ensure that this is an acceptable arrangement and will need to be part of a management plan in the S106.
203. The lack of sufficient open space for the residents. This will require management of the play areas to ensure that they are made available and that the balconies are well designed.
204. Other matters which have been identified as requiring further information or detailing are capable of being dealt with by the imposition of appropriate conditions either by the LBI or by the City in respect of the relevant parts of the scheme and by agreements to ensure that the benefits of the proposals are realised.
205. On balance it is considered that the scheme results in positive benefits to the community as a whole through the provision of social housing, school and community facilities, work space and is in substantial compliance with the City of London plan and that when taken as a whole, planning permission should be granted subject to the imposition of conditions and planning covenants under S106.

### **Conditions**

To the extent that Conditions and Planning Covenant relate to land in Islington



it is anticipated that appropriate Conditions and covenants to secure the matters identified below will be imposed by the London Borough of Islington subject to any further necessary amendments

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.  
REASON: To ensure compliance with the terms of Section 91 of the Town and Country Planning Act 1990.
- 2 Details of facilities and methods to accommodate and manage all freight vehicle movements to and from the site during the demolition and construction of the building(s) hereby approved shall be submitted to and approved by the Local Planning Authority in writing prior to the commencement of work. The details shall include relevant measures from Section 4 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk. No demolition or construction shall be carried out other than in accordance with the approved details and methods.  
REASON: To ensure that demolition and 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 demolition and construction work commencing in order that the impact on the transport network is minimised from the time that demolition and construction starts.
- 3 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.
- 4 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 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.

- 5 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 include relevant measures from Section 3 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk. 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.
- 6 Construction works shall not begin until a Construction Logistics Plan to manage all freight vehicle movements to and from the site during construction of the development has been submitted to and approved in writing by the Local Planning Authority. The Construction Logistics Plan shall include relevant measures from Section 3 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address [driver training for] the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk. The development shall not be carried out otherwise than in accordance with the approved Construction Logistics Plan or any approved amendments thereto as may 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.

- 7 No development other than demolition shall take place until the detailed design of all wind mitigation measures has been submitted to and approved in writing by the Local Planning Authority. These details shall include the size and appearance of any features, the size and appearance of any planting containers, trees species, planting medium and irrigation systems. No part of the building shall be occupied until the approved wind mitigation measures have been implemented unless the Local Planning Authority agrees otherwise in writing. The said wind mitigation measures shall be retained in place for the life of the building unless otherwise agreed by the Local Planning Authority.

REASON: In order to ensure that the proposed development does not have a detrimental impact on the amenities of the area in accordance with the following policies of the Local Plan: DM10.1, DM16.1, DM16.2. These details are required prior to construction in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

- 8 No development including demolition shall take place until the developer has secured the completion of a Base-Line Terrestrial Television and Radio Interference Study ("the Base-Line Study") to assess terrestrial television and radio reception to residential properties in the vicinity of the site. The Base-Line Study shall be carried out in accordance with a Base-Line Study Scheme first submitted to and approved in writing by the Local Planning Authority, and which shall include details of the residential properties to be surveyed.

REASON: To ensure that the existing television reception at other premises is not significantly affected by the proposed development. These details are required prior to commencement in order to create a record of the conditions prior to changes caused by the development.

- 9 Except as may otherwise be approved in writing by the Local Planning Authority, no development shall be carried out in advance of the building lines as shown on the deposited plans.

REASON: To ensure compliance with the proposed building lines and site boundaries in accordance with the following policies of the Local Plan: DM16.1, DM16.2.

- 10 Prior to the occupation of any part of the building, the land between the existing building lines and the face of the proposed new building shall be brought up to street level, paved and drained in accordance with details to be submitted to and approved in writing by the Local Planning Authority and shall not be fenced or otherwise enclosed or obstructed.

REASON: To ensure compliance with building lines and to ensure a satisfactory treatment at ground level in accordance with the following policies of the Local Plan: DM10.1, DM10.8, DM16.2.

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

REASON: In the interests of public safety

- 12 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.

- 13 The development shall incorporate such measures as are necessary within the site to resist structural damage arising from an attack with a road vehicle or road vehicle borne explosive device, details of which must be submitted to and approved in writing by the Local Planning Authority before any construction works hereby permitted are begun.

REASON: To ensure that the premises are protected from road vehicle borne damage within the site in accordance with the following policy of the Local Plan: DM3.2. 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.

- 14 No development other than demolition shall take place until the detailed design of all wind mitigation measures has been submitted to and approved in writing by the Local Planning Authority. These details shall include the size and appearance of any features, the size and appearance of any planting containers, trees species, planting medium and irrigation systems. No part of the building shall be occupied until the approved wind mitigation measures have been implemented unless the Local Planning Authority agrees otherwise in writing. The said wind mitigation measures shall be retained in place for the life of the building unless otherwise agreed by the Local Planning Authority.

REASON: In order to ensure that the proposed development does not have a detrimental impact on the amenities of the area in accordance with the following policies of the Local Plan: DM10.1, DM16.1, DM16.2. These details are required prior to construction in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.

- 15 No development including demolition shall take place until the developer has secured the completion of a Base-Line Terrestrial Television and Radio Interference Study ("the Base-Line Study") to assess terrestrial television and radio reception to residential properties in the vicinity of the site. The Base-Line Study shall be carried out in accordance with a Base-Line Study Scheme first submitted to and approved in writing by the Local Planning Authority, and which shall include details of the residential properties to be surveyed.

REASON: To ensure that the existing television reception at other premises is not significantly affected by the proposed development. These details are

required prior to commencement in order to create a record of the conditions prior to changes caused by the development.

- 16 Before any works thereby affected are begun a scheme for the avoidance of expansion joints in the elevation shall be submitted to and approved in writing by the local planning authority. The development shall be implemented 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 policy of the Local Plan: DM10.1.
- 17 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 external ground and upper level surfaces;  
(b) details of the ground floor office entrance(s);  
(c) details of windows and external joinery;  
(d) details of soffits, hand rails and balustrades;  
(e) details of balconies and decks;  
(f) details of junctions;  
(g) details of any mansafe system;  
(h) details of the school entrance on Golden Lane, including surface, wall and soffit treatment and seating; and  
(i) details of the top storey of the podium to the residential tower.  
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: CS10 and DM10.1.
- 18 Prior to commencement of construction a lighting strategy shall be submitted to and approved by the local planning authority. The lighting strategy shall include consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour.  
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: CS10 and DM10.1.
- 19 (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.

- 20 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.
- 21 Prior to first occupation of the school hereby permitted details of an acoustic barrier to the rooftop play area shall be submitted to and approved in writing by the Local Planning Authority, and installed in accordance with the approved details.  
REASON: To protect the amenities of neighbouring residential/commercial occupiers in accordance with the following policies of the Local Plan: DM15.7, DM21.3.
- 22 No cooking shall take place within the kitchen in the school hall until fume extract arrangements and ventilation have been installed to serve that kitchen in accordance with a scheme approved by the Local Planning Authority. Flues must terminate at roof level or an agreed high level location which will not give rise to nuisance to other occupiers of adjacent buildings. Any works that would materially affect the external appearance of the building will require a separate planning permission.  
REASON: In order to protect the amenity of the area in accordance with the following policies of the Local Plan: DM15.6, DM21.3.
- 23 Details of a Servicing Management Plan demonstrating the arrangements for control of the arrival and departure of vehicles servicing the premises shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby permitted. The building facilities shall thereafter be operated in accordance with the approved Servicing Management Plan (or any amended Servicing Management Plan that may be approved from time to time by the Local Planning Authority) for the life of the building.  
REASON: To ensure that the development does not have an adverse impact on the free flow of traffic in surrounding streets in accordance with the following policy of the Local Plan: DM16.1.
- 24 Prior to first occupation details of a collection point for refuse shall be submitted to and approved by the Local Planning Authority. The refuse storage facilities shown on the drawings hereby approved shall be provided and maintained throughout the life of the development for the use of all occupiers.

REASON: To provide adequate facilities for the storage and collection of waste in accordance with the following policy of the Local Plan: DM17.1.

- 25 A post construction BREEAM assessment demonstrating that a target rating of 'Excellent' has been achieved for the school and commercial development (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.

- 26 The development shall be designed to allow for the retro-fit of heat exchanger rooms to connect into a district heating network if this becomes available during the lifetime of the development.

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.

- 27 Details of the construction, planting irrigation and maintenance regime for the proposed green wall(s)/roof(s) shall be submitted to and approved in writing by the local planning authority before any works thereby affected are begun. The development shall be carried out in accordance with those approved details and maintained as approved for the life of the development unless otherwise approved by the local planning authority.

REASON: To assist 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.

- 28 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, rainwater pipework, flow control devices, design for system exceedance, design for ongoing maintenance; surface water flow rates shall be restricted to no greater than 5 l/s from each outfall and from no more than two distinct outfalls, provision should be made for an attenuation volume capacity capable of achieving this, which should be no less than 196m<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.

(c) Evidence that Thames Water have been consulted and consider the proposed discharged rate to be satisfactory.

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

- 29 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.
- 30 Prior to the commencement of works on the development hereby permitted, a site report detailing steps to minimise future occupiers' exposure to air pollution shall be submitted to and approved by the Local Planning Authority. The approved scheme is to be completed prior to occupation of the development and shall be permanently maintained thereafter.  
REASON: To protect the building occupants against poor air quality in accordance with the following policies of the City of London Local Plan D15.6 and London Plan 7.14.
- 31 A No CHP plant shall at any time be installed in the building unless the air quality impact of the CHP has been assessed and a report detailing the assessment has been submitted to and approved in writing by the Local Planning Authority. Notwithstanding plant size, the NOx emissions of the CHP shall not exceed part B of this condition.  
B No CHP plant in the thermal input range 50kWth to 20MWth with NOx emissions exceeding that specified in Band B of Appendix 7 to the GLA Sustainable Design and Construction Supplementary Planning Guidance published April 2014 (or any updates thereof applicable at time of installation) shall at any time be installed in the building.  
C Prior to any CHP plant coming into operation the following details must be submitted to and approved in writing by the Local Planning Authority:  
The results of an emissions test demonstrating compliance with Part A and B of this condition and stack discharge velocity carried out by an accredited laboratory/competent person; and  
An equipment maintenance schedule demonstrating that the emission standard would always be met.  
D The CHP plant shall at all times be maintained in accordance with the approved schedule.  
REASON: To comply with policy DM15.6 of the Local Plan and policies 7.14B a and c of the London Plan
- 32 Any generator on the site shall be used solely on intermittent and exceptional occasions when required in response to a life threatening emergency or an exceptional event requiring business continuity and for the testing necessary to meet that purpose and shall not be used at any other time. At all times the



generator shall be operated to minimise noise impacts and emissions of air pollutants and a log of its use shall be maintained and be available for inspection by the Local Planning Authority.

REASON: To minimise adverse air quality in accordance with policies DM15.6 and DM 21.3 of the Local Plan and policies 7.14 B a and c of the London Plan.

- 33 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  
REASON: In order to ensure that the proposed development does not have a detrimental impact on occupiers of residential premises in the area and 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 2015 and the Local Plan DM15.6.
- 34 No boilers that have a dry NO<sub>x</sub> emission level exceeding 40 mg/kWh (measured at 0% excess O<sub>2</sub>) shall at any time be installed in the building  
REASON: To comply with policy DM15.6 of the Local Plan and policies 7.14B a and c of the London Plan.
- 35 A: Within five working days of any site contamination being found when carrying out the development hereby approved the contamination must be reported in writing to the Local Planning Authority and an investigation and risk assessment must be undertaken in accordance with the requirements of DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'. The risk assessment must be submitted to and approved in writing by the Local Planning Authority.  
B: 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.  
C: 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.

- 36 A: No work except demolition to basement slab level shall take place until an investigation and risk assessment has been undertaken to establish if the site is contaminated and to determine the potential for pollution in accordance with the requirements of DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'. The risk assessment must be submitted to and approved in writing by the Local Planning Authority.
- B: Where remediation is necessary a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and to the natural and historical environment 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.
- C: 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.
- 37 Archaeological evaluation shall be carried out in order to compile archaeological records in accordance with a timetable and scheme of such archaeological work submitted to and approved in writing by the Local Planning Authority before any commencement of archaeological evaluation work.
- REASON: To ensure that an opportunity is provided for the archaeology of the site to be considered and recorded in accordance with the following policy of the Local Plan: DM12.4.
- 38 No works except demolition to basement slab level shall take place until the developer has secured the implementation of a programme of archaeological work to be carried out in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. This shall include all on site work, including details of any temporary works which may have an impact on the archaeology of the site and all off site work such as the analysis, publication and archiving of the results. All works shall be carried out and completed as approved, unless otherwise agreed in writing by the Local Planning Authority.
- REASON: In order to allow an opportunity for investigations to be made in an area where remains of archaeological interest are understood to exist in accordance with the following policy of the Local Plan: DM12.4.

- 39 No works except demolition to ground slab level shall take place before details of the new ground floor slab and all below groundworks including drainage and foundation design, to include a detailed design and method statement, have been submitted to and approved in writing by the Local Planning Authority, such details to show the preservation of surviving archaeological remains which are to remain in situ.  
REASON: To ensure the preservation of archaeological remains following archaeological investigation in accordance with the following policy of the Local Plan: DM12.4.
- 40 All unbuilt surfaces shall be treated in accordance with a landscaping scheme to be submitted to and approved in writing by the Local Planning Authority before any landscaping works are commenced. All hard and soft landscaping works shall be carried out in accordance with the approved details not later than the end of the first planting season following completion of the development. Trees and shrubs which die or are removed, uprooted or destroyed or become in the opinion of the Local Planning Authority seriously damaged or defective within 5 years of completion of the development shall be replaced with trees and shrubs of similar size and species to those originally approved, or such alternatives as may be agreed in writing by the Local Planning Authority.  
REASON: In the interests of visual amenity in accordance with the following policies of the Local Plan: DM10.1, DM19.2.
- 41 Unless otherwise approved in writing by the Local Planning Authority, before any works thereby affected are begun, details of the provision to be made in the building's design to enable the discreet installation of street lighting on the development, including details of the location of light fittings, cable runs and other necessary apparatus, shall be submitted to and approved in writing by the Local Planning Authority, and the development shall be carried out in accordance with the approved details.  
REASON: To ensure provision for street lighting is discreetly integrated into the design of the building in accordance with the following policy of the City of London Local Plan: DM10.1.
- 42 Unless otherwise approved in writing by the Local Planning Authority, no fewer than 10% of the total number of residential units within the development shall be designed and constructed in accordance with the Building Regulations 2010, Part M4(3): Category 3 - Wheelchair user dwellings and the remainder of the residential units shall be designed and constructed in accordance with the Building Regulations 2010, Part M4(2): Category 2 - Accessible and Adaptable dwellings.  
REASON: In the interest of inclusive design and to ensure that adaptable housing is provided in accordance with the following policy of the Local Plan: CS21/4.
- 43 Provision shall be made for disabled people to obtain access to the building via all entrances without the need to negotiate steps and shall be maintained for the life of the building.

REASON: To ensure that disabled people are able to use the building in accordance with the following policy of the Local Plan: DM10.8.

## **Appendix A**

### London Plan Policies

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

Policy 2.18 Protect, promote, expand and manage the extent and quality of and access to London's network of green infrastructure.

Policy 3.1 Protect and enhance facilities and services that meet the needs of particular groups and communities.

Policy 3.2 New developments should be designed, constructed and managed in ways that improve health and promote healthy lifestyles to help to reduce health inequalities.

Policy 3.3 Ensure the housing need identified in the London Plan is met, particularly through provision consistent with at least an annual average of 32,210 net additional homes across London which would enhance the environment, improve housing choice and affordability and provide better quality accommodation for Londoners.

Policy 3.11 Maximise affordable housing provision and seek an average of at least 13,200 more affordable homes per year in London over the term of the London Plan.

Policy 3.16 Protection and enhancement of social infrastructure - additional and enhanced social infrastructure provision to meet the needs of a growing and diverse population.

Policy 5.2 Development proposals should make the fullest contribution to minimising carbon dioxide emissions.

Policy 5.3 Development proposals should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation. Major development proposals should meet the minimum standards outlined in supplementary planning guidance.

Policy 5.6 Development proposals should evaluate the feasibility of Combined Heat and Power (CHP) systems, and where a new CHP system is appropriate also examine opportunities to extend the system beyond the site boundary to adjacent sites.

Policy 5.7 Major development proposals should provide a reduction in carbon dioxide emissions through the use of on-site renewable energy generation, where feasible.

Policy 5.9 Reduce the impact of the urban heat island effect in London and encourage the design of places and spaces to avoid overheating and excessive heat generation, and to reduce overheating due to the impacts of climate change and the urban heat island effect on an area wide basis.

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

Policy 5.11 Major development proposals should be designed to include roof, wall and site planting, especially green roofs and walls where feasible.

Policy 5.12 Development proposals must comply with the flood risk assessment and management requirements set out in PPS25 and address flood resilient design and emergency planning; development adjacent to flood defences would be required to protect the integrity of existing flood defences and wherever possible be set back from those defences to allow their management, maintenance and upgrading to be undertaken in a sustainable and cost effective way.

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

Policy 5.18 Encourage development waste management facilities and removal by water or rail transport.

Policy 6.1 The Mayor would work with all relevant partners to encourage the closer integration of transport and development.

Policy 6.3 Development proposals should ensure that impacts on transport capacity and the transport network are fully assessed.

Policy 6.5 Contributions would be sought from developments likely to add to, or create, congestion on London's rail network that Crossrail is intended to mitigate.

Policy 6.9 Developments should provide secure, integrated and accessible cycle parking facilities and provide on-site changing facilities and showers for cyclists, facilitate the Cycle Super Highways and facilitate the central London cycle hire scheme.

Policy 6.13 The maximum standards set out in Table 6.2 should be applied to planning applications. Developments must:

ensure that 1 in 5 spaces (both active and passive) provide an electrical charging point to encourage the uptake of electric vehicles

provide parking for disabled people in line with Table 6.2

meet the minimum cycle parking standards set out in Table 6.3

provide for the needs of businesses for delivery and servicing.

Policy 7.2 All new development in London to achieve the highest standards of accessible and inclusive design.

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

Policy 7.4 Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area.

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

Policy 7.6 Buildings and structures should:

- a be of the highest architectural quality
- b be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm
- c comprise details and materials that complement, not necessarily replicate, the local architectural character
- d not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings
- e incorporate best practice in resource management and climate change mitigation and adaptation
- f provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces
- g be adaptable to different activities and land uses, particularly at ground level
- h meet the principles of inclusive design
- i optimise the potential of sites.

Policy 7.8 Development should identify, value, conserve, restore, re-use and incorporate heritage assets, conserve the significance of heritage assets and their settings and make provision for the protection of archaeological resources, landscapes and significant memorials.

Policy 7.13 Development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire, flood and related hazards.

Policy 7.14 Implement Air Quality and Transport strategies to achieve reductions in pollutant emissions and minimise public exposure to pollution.

Policy 7.15 Minimise existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals and separate new noise sensitive development from major noise sources.

Policy 7.18 Resist the loss of local protected open spaces unless equivalent or better quality provision is made within the local catchment area.

Policy 7.19 Development proposals should, wherever possible, make a positive contribution to the protection, enhancement, creation and management of biodiversity.

Policy 7.21 Trees should be protected, maintained, and enhanced. Existing trees of value should be retained and any loss as the result of development should be replaced.

#### Relevant Local Plan Policies

### **DM3.1 Self-containment in mixed uses**

Where feasible, proposals for mixed use developments must provide independent primary and secondary access points, ensuring that the proposed uses are separate and self-contained.

### **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.

### **CS4 Planning Contributions**

To manage the impact of development, seeking appropriate contributions having regard to the impact of the contributions on the viability of development.

### **CS5 The North of the City**

To ensure that the City benefits from the substantial public transport improvements planned in the north of the City, realising the potential for rejuvenation and "eco design" to complement the sustainable transport infrastructure.

### **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.

### **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.

#### **CS12 Historic Environment**

To preserve and enhance those buildings and areas which make an important contribution to the City's historic and archaeological heritage and provide an attractive environment for the City's communities and visitors.

#### **DM12.1 Managing Change affecting all heritage assets and spaces**

- 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.

#### **DM12.4 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.

#### **CS14 Tall buildings**

To allow tall buildings of world class, 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.

#### **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**

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.

### **DM16.3 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.

### **DM16.5 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.

#### **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.

#### **DM18.3 Flood protection and climate**

1. Development must protect the integrity and effectiveness of structures intended to minimise flood risk and, where appropriate, enhance their effectiveness.
2. Wherever practicable, development should contribute to an overall reduction in flood risk within and beyond the site boundaries, incorporating flood alleviation measures for the public realm, where feasible.

#### **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.

#### **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.

#### **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.

#### **DM19.4 Play areas and facilities**

1. The City Corporation will protect existing play provision and seek additional or enhanced play facilities or space, particularly in areas identified as deficient, by:
  - a) protecting existing play areas and facilities and, on redevelopment, requiring the replacement of facilities either on-site or nearby to an equivalent or better standard;
  - b) where the creation of new play facilities is not feasible, requiring developers to work with the City Corporation to deliver enhanced provision nearby;
  - c) requiring external play space and facilities as part of new residential developments which include 20 or more family units (those with 3 or more bedrooms) or 10 or more affordable units of 2 or more bedrooms;
  - d) promoting opportunities for informal play and play within open spaces where it is not possible to secure formal play areas.
2. Play areas and facilities should not be located where they would cause undue disturbance to neighbouring occupiers.

#### **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.

#### **DM21.1 Location of new housing**

1. New housing should be located on suitable sites in or near identified residential areas. Within these areas a mix of appropriate residential and commercial uses will be permitted.
2. New housing will only be permitted where development would not:
  - a) prejudice the primary business function of the City;
  - b) be contrary to policy DM 1.1;
  - c) inhibit the development potential or business activity in neighbouring commercial buildings and sites; and
  - d) result in poor residential amenity within existing and proposed development, including excessive noise or disturbance.

### **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.

### **DM21.5 Housing quality standards**

All new housing must be designed to a standard that facilitates the health and well-being of occupants, and:

- a) takes account of the London Plan's space standards and complies with the London Plan's Density Matrix standards;
- b) provides acceptable daylight to dwellings commensurate with a city centre location;
- c) meets standards for Secured by Design certification;
- d) maximises opportunities for providing open and leisure space for residents.

### **CS22 Social infrastructure and opportunities**

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.

#### **DM22.1 Location and protection of social and community facilities**



- 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.

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## PLANNING COMMITTEE REPORT

Development Management Service  
Planning and Development Division  
Environment and Regeneration Department  
Town Hall  
LONDON N1 1YA

<b>PLANNING COMMITTEE</b>		<b>AGENDA ITEM NO: B2</b>
<b>Date:</b>	<b>1<sup>st</sup> March 2018</b>	

Application number	P2017/3493/FUL
Application type	Full Planning Application
Ward	St Peters
Listed building	N/A
Conservation area	Adjacent to Duncan Terrace/Colebrooke Row Conservation Area Adjacent to Article 4 Area Duncan Terrace/Colebrooke Row Adjacent to locally listed buildings (8 to 25 Packington Street)
Development Plan Context	Archaeological Priority Area Adjacent to Angel Town Centre In close proximity to Crossrail 2 safeguarding area Core Strategy Key Area (Angel & Upper Street)
Licensing Implications	None
Site Address	Windsor Street Car Park, Islington, London N1 8QF
Proposal	Demolition of 12 (twelve) existing garage units and removal of adjacent car parking facilities to facilitate construction of a three storey (plus basement), 11-bedroom (plus staff sleep-in unit) building to accommodate a supported living scheme (use Class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. Associated landscaping including courtyard garden areas, refuse and cycle storage provision for both residents and staff,

	is also proposed.
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Case Officer	Evie Learman
Applicant	Souad Akbur - New Build and Regeneration Team, London Borough of Islington.
Agent	Simon Owen HTA Design LLP

## 1 RECOMMENDATION

The Committee is asked to resolve to **GRANT** planning permission:

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a Directors' Agreement securing the Heads of Terms as set out in Appendix 1.

## 2 SITE PLAN (SITE OUTLINED IN RED)

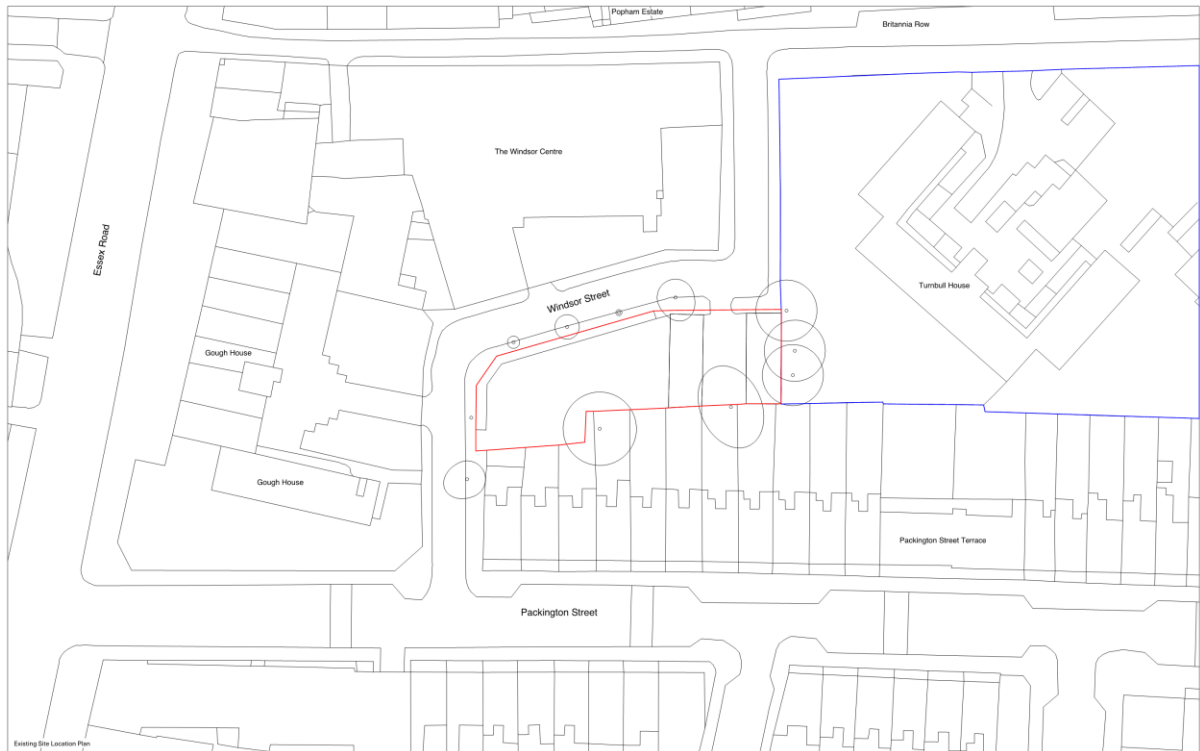


Fig. 1: Site location plan.

## 3 PHOTOS OF SITE/STREET

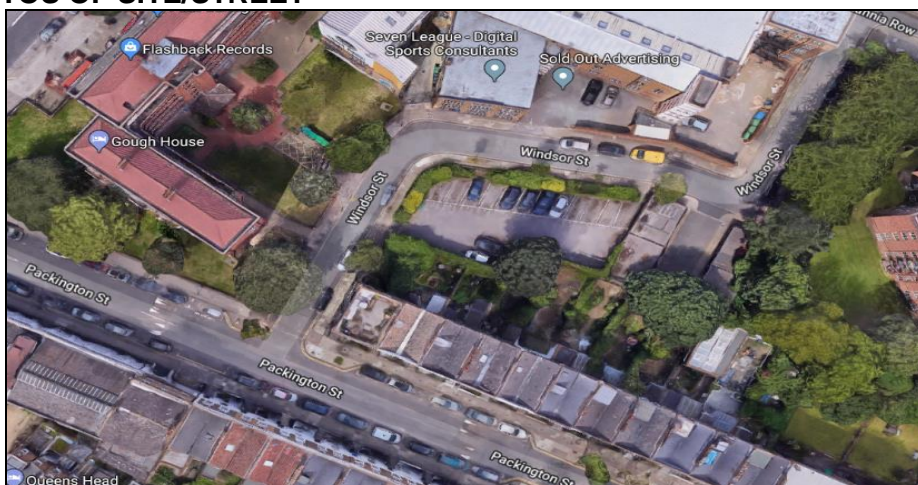


Fig. 2: Aerial view of site looking north



**Fig. 3:** View facing north-east from Packington Street; Windsor Street turning is to the left



**Fig. 4:** View of site facing east to north-east from Windsor Street



**Fig. 5:** View of site looking south to south-east from Windsor Street



**Fig. 6:** View of site looking west to south-west



**Fig. 7:** View of site looking north-east



**Fig. 8:** View of site facing south towards existing garages

## 4 SUMMARY

- 4.1 The application proposes the demolition of 12 (twelve) existing garage units (not ancillary to C3) and the removal of adjacent car parking facilities to facilitate the construction of a three-storey (plus basement), 11-bedroom (plus an additional staff sleep-in unit) building to accommodate a supported living scheme (use class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. Associated landscaping including courtyard garden areas, refuse and cycle storage provision, is also proposed. Fig. 9 below gives a computer generated image of the proposed development, facing south-east from Windsor Street.

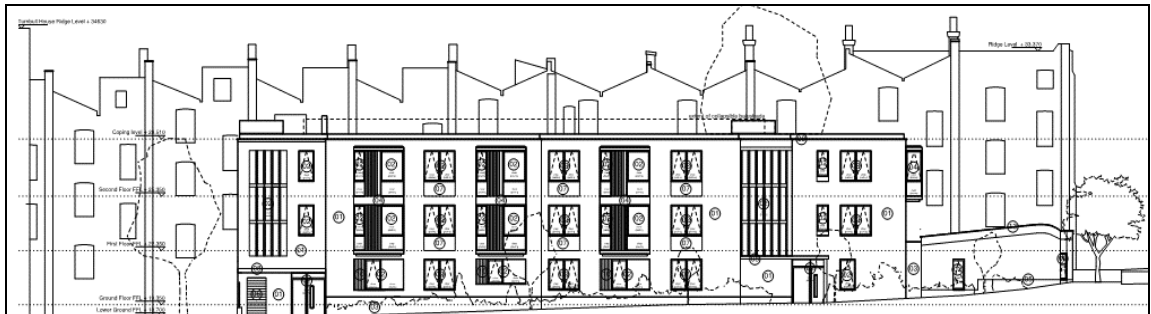


**Fig. 9:** Computer generated image of the front view of the proposed building facing south-east from Windsor Street.

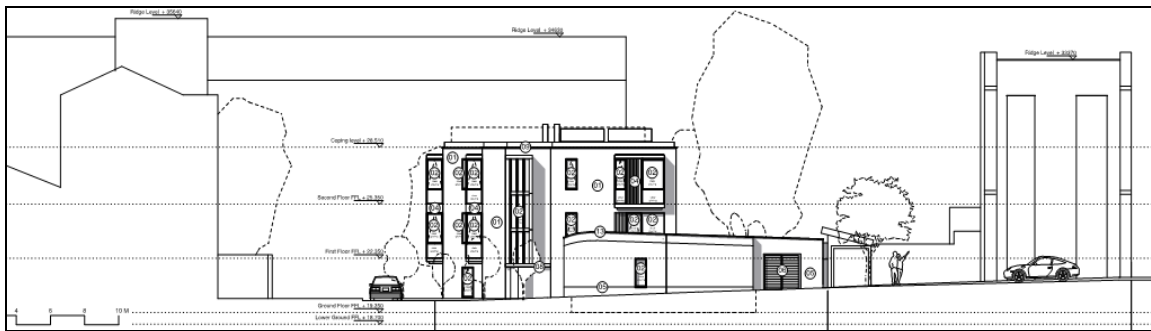
- 4.2 The proposal would provide good quality supported accommodation which would comprise a 4-bedroom cluster flat at ground floor level and 7 self-contained 1-bedroom units at first and second floor levels. The development would be retained in LBI ownership with the self-contained units let on tenancies to occupiers. A separate staff 'sleep-in' facility to enable staff to be on site 24/7 would also be provided. The provision of supported accommodation in this location is considered to be acceptable and in accordance with planning policy. In terms of land use, the proposal entails the loss of car parking spaces and private garages. The reduction of car parking spaces and garages aligns with policy DM8.5 and as such this element of the proposal is supported in policy terms (sui generis use class).
- 4.3 The proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9, 3.9, 3.17 as well as Islington Core Strategy Policy CS12 and Development Management Policy DM3.8. The proposal is considered to be of a suitable height – reaching less than 10m high at the highest point of the parapet for the three storey element with a single storey element to the west – and in context to neighbouring buildings in terms of bulk, height, scale and massing (see figures 10-11 below).



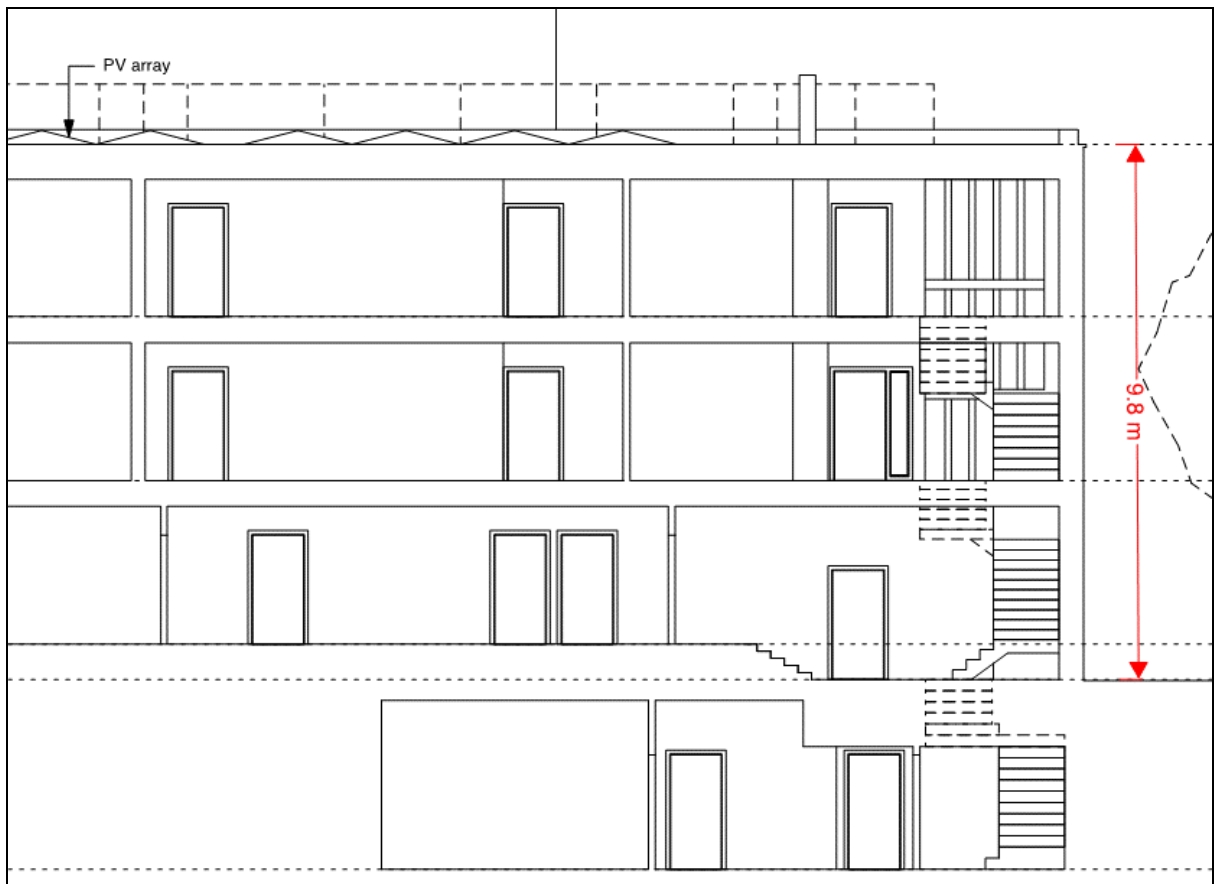
- 4.4 The development would result in the delivery of high quality supported residential accommodation with well-considered internal layouts, acceptable levels of natural light (given the location and proximity of the development in relation to other buildings) and a reasonable amount of communal amenity space.



**Fig. 10:** Front elevation of proposed building facing south from Windsor Street



**Fig. 11:** Side elevation of building facing east from Windsor Street



**Fig. 12:** Section drawing showing height at eastern end

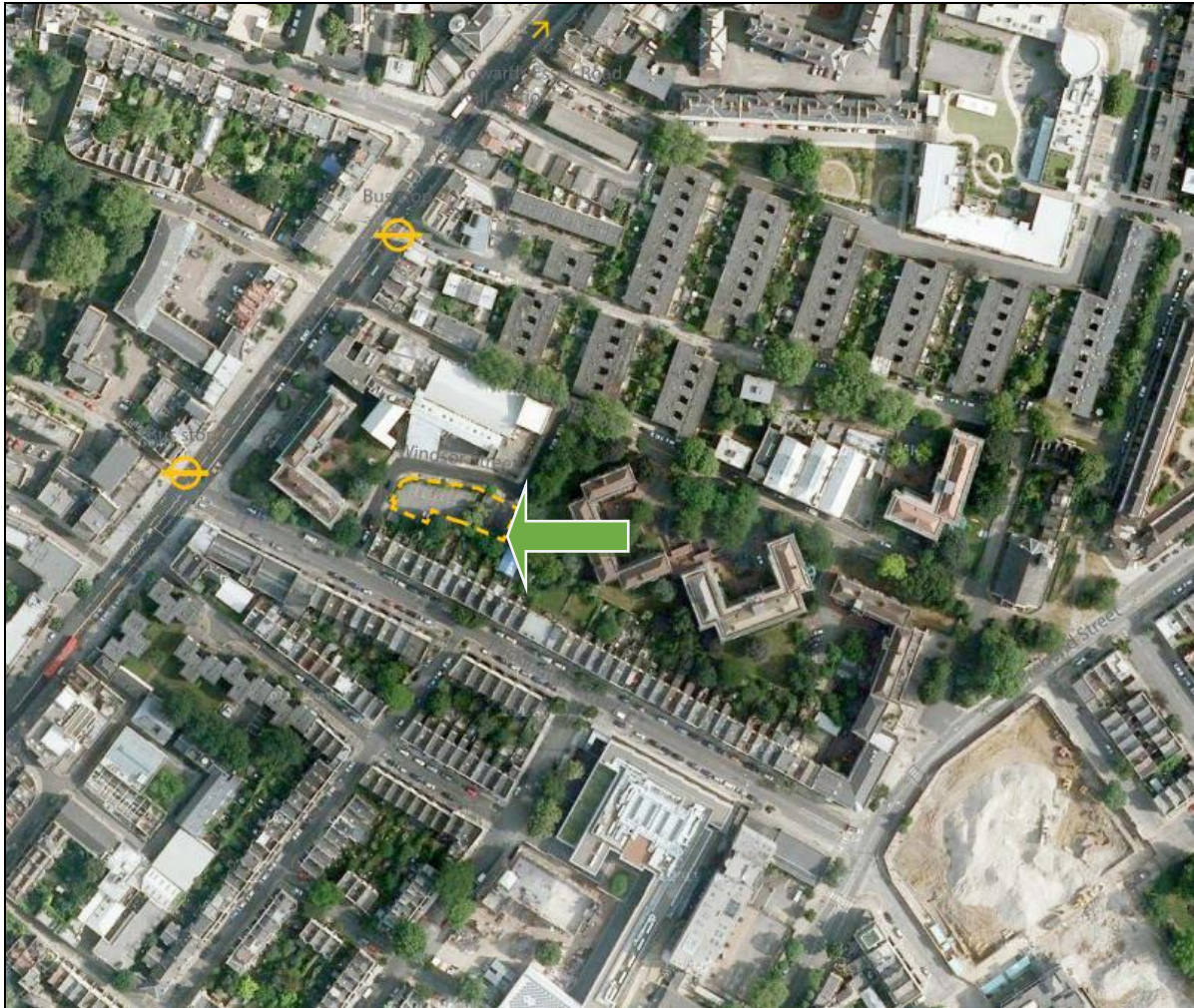
- 4.4 The proposed building has a well-articulated and composed façade with two distinct elements – the curved single storey entrance section on the north-western corner and the three storey element running horizontally to the east. The resulting building is considered to offer a successful and coherent architectural piece. As good quality materials are key to the success of the building, samples of materials would be required by condition in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed, incorporating inclusive design principles, in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington’s Core Strategy, and the aims and objectives of Development Management Policies DM2.1, DM2.2 and DM2.3.
- 4.4 Landscaping is proposed as part of the development, largely by way of courtyard/garden areas to the rear of the site, adjacent to the rear gardens of the properties on Packington Street. Some mature trees will also remain in situ along the site boundaries (within neighbouring gardens) and six replacement street trees are proposed as part of the wider landscaping works.
- 4.5 The proposal would not result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety and security due to appropriate siting, height, massing and window placements.
- 4.6 The application proposes a sustainable form of development which would go some way to minimising carbon emissions. However, as the proposal does not quite meet Islington or London Plan policy standards in terms of carbon reduction targets, an offset payment would be required by way of a legal agreement as a mitigation measure. In terms of transportation and highways impact the proposal is considered

acceptable. Given the nature and location of the proposed building it is not considered there would be any increased pressure on parking within the immediate vicinity and the loss of the existing car park and garages is in line with policy CS10 (Sustainable development) and Development Management policy 8.5 (Vehicle parking).

- 4.7 Given the above and subject to conditions and Director's agreement, the proposal is considered to be in compliance with relevant policies and as such, is recommended for approval.

## **5 SITE AND SURROUNDINGS**

- 5.1 Windsor Street (figures 1-8 above) runs between Britannia Row to the north and Packington Street to the south with a 'dog-leg' road layout. The site is located on the south-east side of Windsor Street and is formed of a car park and two single rows of garages (Use Class sui generis), there being 12 in total.
- 5.2 The site forms part of the Cumming Estate, made up of 3 x 5-storey residential blocks to the east and a 6-storey residential block to the west. To the south of the site is a terrace of locally listed 3-storey Georgian townhouses with basements and with rear gardens. To the north, on the opposite side of Windsor Street, is a 3-storey building in commercial use. There is a current planning application being considered by the LPA at this site for the erection of a new 3,187sqm extension over 5-storeys plus basement level on the south and east sides of the retained building, with a part one, part two additional storey extension over the existing three storey southern wing.
- 5.3 The site, located in St Peter's ward, does not lie within a Conservation Area however the southern boundary of the site forms the northern most extent of the Duncan Terrace / Colebrooke Road Conservation Area. There are some heritage assets within close proximity as follows:
- 70 Essex Road; a 19th century house with ground floor shop which is Grade II listed (located 100m to the north)
  - Mural at the City of London Academy; by William Mitchell, which is Grade II listed (located 150m to the south-east)
  - The Old Queens Head, 44 Essex Road; public house, c.1830, which is Grade II listed (located 50m to the west)
- 5.4 The area is very accessible in terms of walking, cycling and bus-routes. It is also served well by public transport including Essex Road overland station to the north-east and Angel underground station to the south-west. The site has a PTAL rating of 6a (with 6b being the best rating achievable). Windsor Street runs from Packington Street to the south through to Britannia Row to the north (see Fig. 13 below).



**Fig. 13:** Site (located to left of arrow in the centre of the picture) in context to immediate area

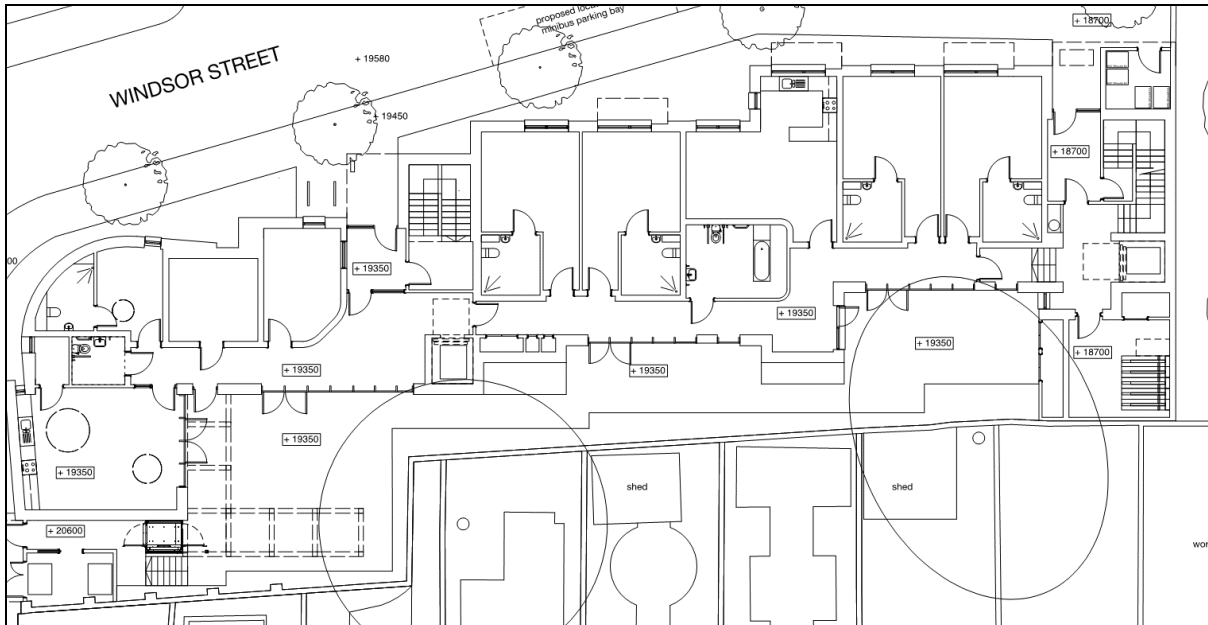
## **6 PROPOSAL (IN DETAIL)**

- 6.1 The application proposes the demolition of 12 (twelve) existing garage units and removal of adjacent car parking facilities to facilitate the construction of a three-storey (plus basement), 11-bedroom (plus staff sleep-in unit) building to accommodate a supported living scheme (use class C2). The proposal also includes communal kitchen/living/dining facilities, staff offices, laundry, plant room, and accessible bathroom facility. The proposal will provide accommodation for individuals with identified learning disabilities.
- 6.2 The identified occupiers of the proposed development will require varying levels of support. The development has been designed in order to be able to accommodate and support people with a broad range of housing and support needs. Whilst the whole building will be accessible for wheelchair users (with some units being wheelchair accessible and some being wheelchair adaptable), the four units contained within the cluster flat at ground floor level are wheelchair accessible, to enable people who need wheelchairs most of the time to live there.
- 6.3 Across the first and second floors a total of seven self-contained 1-bedroom units are proposed for people who are able to live more independently. Two of the self-contained units on the upper floors (one at first floor and one at second floor) will also be fully wheelchair compliant.

- 6.4 All occupiers will have access to communal facilities throughout the building as well as external amenity space. As well as the living and amenity space the building will also have staff areas (two offices and separate sleep-in accommodation), refuse and recycling areas and bicycle and wheelchair storage areas. Modifications have been made to the scheme to ensure appropriate door clearance distances are in place and that all communal areas are wheelchair accessible.
- 6.5 As part of the proposal 3 category B sycamore trees are to be removed. These trees are located to the east of the subject site on land to the south-west of Turnbull House within the Cummings Estate (see Fig. 14). These trees will be replaced with equivalent canopy cover trees (details to be submitted via condition).
- 6.6 In addition to the replacement trees in the grounds of Turnbull House the proposal would also include the removal and replacement of all six highway trees at the front of the proposed building.



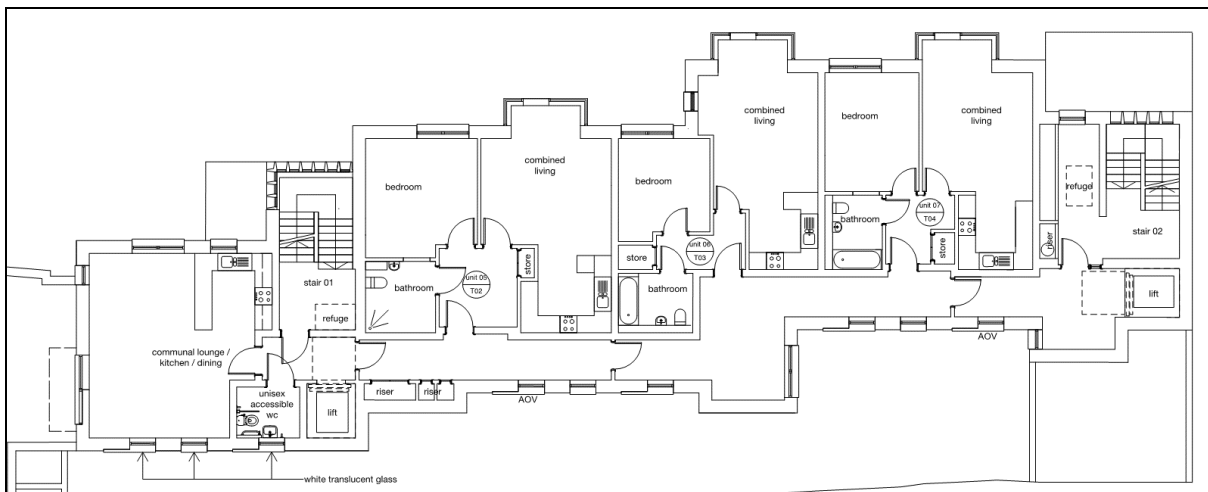
**Fig. 14:** Site plan of proposal. Also shown north on the plan is a separate proposal under consideration at The Windsor Centre located opposite.



**Fig. 15:** Proposed ground floor plan

Ground floor

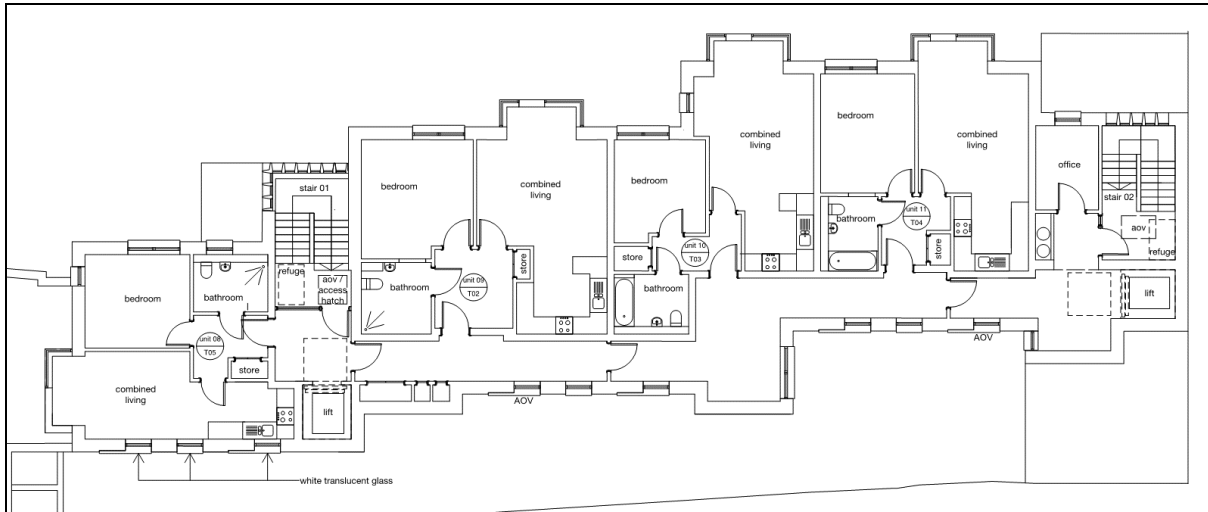
- 6.7 The ground floor plan (Fig. 15) shows a 4-bedroom cluster flat which is wheelchair accessible. Staff facilities, communal kitchen/living/dining room and courtyard garden to the rear are also shown along with basement storage and laundry rooms. The courtyard garden area abuts the rear gardens of Packington Street residences to the south.
- 6.8 Whilst the whole building will be accessible for wheelchair users, the four units contained within the cluster flat at ground floor level, have been designed to enable people who need wheelchairs most of the time to live there. All residents occupying the ground floor cluster flat accommodation will have access to communal facilities located throughout the building.



**Fig. 16:** Proposed first floor plan

First floor

6.9 The first floor will comprise three 1-bed self-contained units, one of which will be fully wheelchair accessible with the remaining two first floor apartments being wheelchair adaptable. This floor will also contain a communal living/dining/kitchen.



**Fig. 17:** Proposed second floor plan

Second floor

6.10 The second floor will comprise four further 1-bed self-contained units, one of which will be a wheelchair accessible unit. A further staff office will also be located on this floor.

**7 RELEVANT HISTORY:**

7.1 PLANNING APPLICATIONS:

There is no relevant or recent planning history for the site.

**8 PRE-APPLICATION ADVICE:**

8.1 The proposal has been subject to ongoing pre-application discussions throughout the last 3 years. The points raised at pre-application stage have informed the design of the scheme being considered here. The following are the most important improvements that have arisen as a result of pre-application discussions:

- Improvements to layout and accommodation standards;
- Improvements to accessibility within the internal configuration of the building;
- The quality of accommodation proposed in terms of natural lighting and access to amenity space has been improved; and
- There is now greater tree retention on site and an improved tree replacement strategy.

**9 CONSULTATION:**

**Procedural Matters**

- 9.1 Letters were sent to occupants of 189 properties in the vicinity of the site on the 23/11/2017 and again on the 01/02/2018. The re-consultation on the 01/02/2018 included an additional 42 properties in a widened consultation area. As well as neighbour letters, a press advert was published on 11<sup>th</sup> January 2018 and site notices dated 11<sup>th</sup> January 2018 were displayed. The public consultation on the application therefore expired on 22<sup>nd</sup> February 2018. However, it is the Council's practice to continue to consider representations made up until the date of a decision.
- 9.2 During the processing and assessment of the application some revised drawing's and other application information has been submitted, largely to aid clarity of the proposal. The main details of the information submitted since the application was made valid is outlined below. The additional drawings / information submitted introduce non-material changes to the scheme, mainly to address information requests from officers, or DRP comments.
- 9.3 The additional drawing's / information submitted during the course of the application showed details as follows:
- Materiality to single storey element in order to address the concerns raised by the Design Review Panel. Specifically, the applicants were asked to decide on a replacement material for the single storey element (previously proposed as being timber or GRC). The applicants are now proposing brick in a contrasting colour to the rest of the building which is supported in design terms.
  - Details regarding the PV panels on the main roof (reduced from 73 to 40 during the course of the application) and details of the safety balustrade needed for maintenance of the roof. DRP expressed concerns that if these became later add-ons they could result in ad-hoc appearance that could compromise the integrity of the overall design.
  - Details of the boundary treatment between the rear of the subject site and the rear gardens of Packington Street. These confirm the existing boundary wall would be repaired where needed and a trellis would be fixed on top of the wall. The new boundary treatment (wall and trellis) would sit below the height of existing boundary treatment.
  - Reduction of PV panels from 73 to 40 and set at a 10-degree pitch.
- 9.4 The above information was received and subsequently uploaded onto the website as follows:
- |            |   |
|------------|---|
| 13/11/2017 | Main application documents uploaded;  |
| 16/11/2017 | Additional documents uploaded (pertaining to energy and sustainability);  |
| 21/12/2017 | Further energy information uploaded;  |
| 02/01/2018 | Further elevation drawings uploaded (showing glazing details);  |
| 15/01/2018 | Additional drawings (layout drawings showing further accesibility details/<br>dimensions);  |
| 23/01/2018 | Additional drawings and further information (site plan showing existing trees and additional energy information);                     |
| 01/02/2018 | Additional drawings (showing roof and boundary treatment details);  |
| 07/02/2018 | Additional drawings (showing additional street tree and replacement trees in the grounds of Turnbull House; omission of rooflights to |



second floor; roof access to second floor; collapsible roof railings; revised materiality to single storey element of building; reduction and reorganisation of PV panels to main roof; additional detail of boundary wall treatment (with Packington Street); updated Design and Access Statement (updated with amended details pertaining to materiality, PV panels, collapsible roof railing and additional tree information).

## **Public Consultation**

- 9.5 At the time of writing of this report, a total of 45 expressions of support and 22 objections had been received. In addition, a petition of 56 signatories objecting to the scheme had been received from the public with regard to the application. The issues raised can be summarised as below. Paragraph numbers of the report where these issues are addressed are given in brackets.

### Responses in support of the proposed development

- 9.6 With regards to the responses in support of the application, these pertain almost exclusively to the need for this type of accommodation within the borough. The responses in support are from Islington and non-Islington residents.

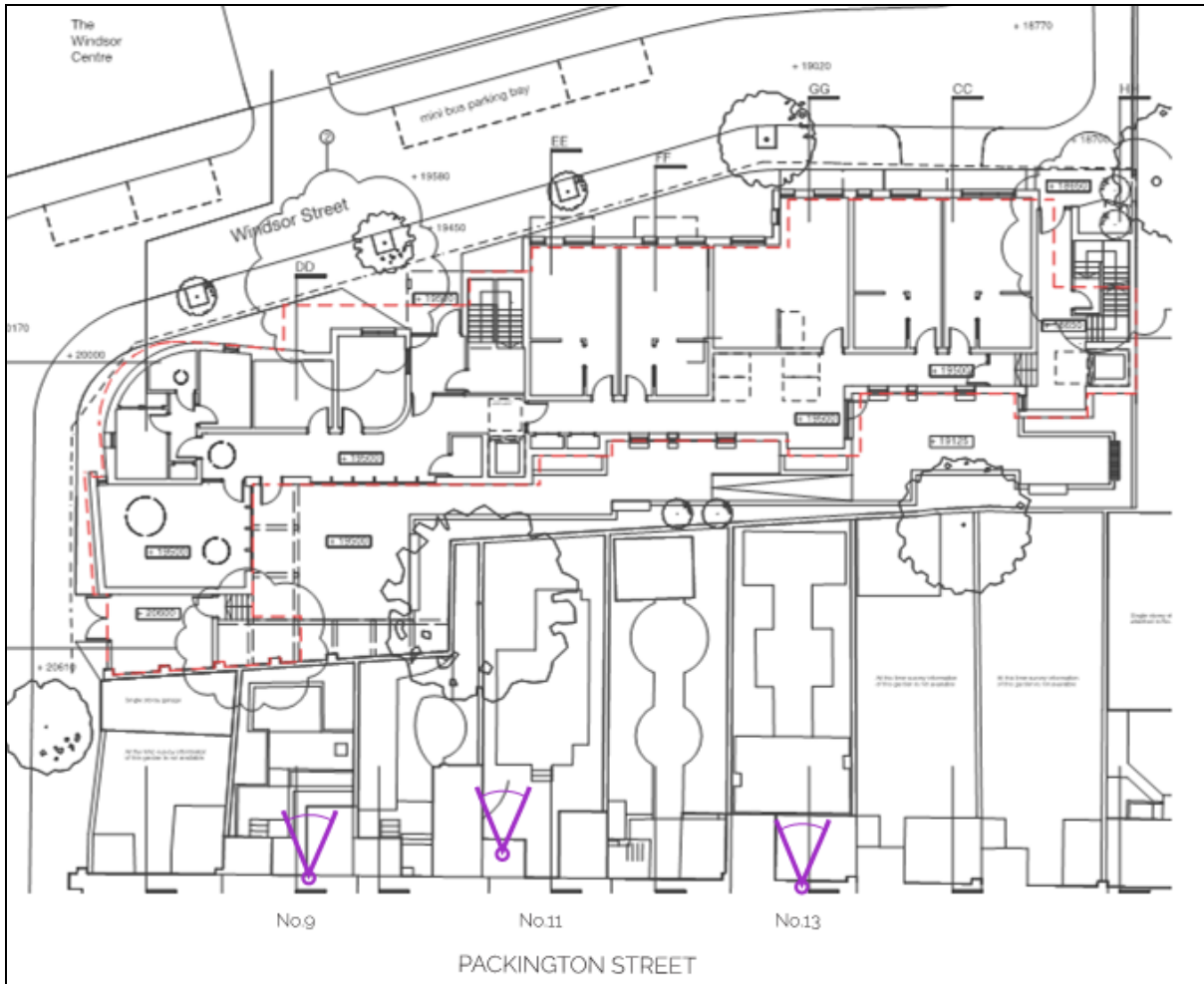
### Responses objecting to the proposed development

- 9.7 With regards to responses received objecting to the proposed development the areas of main concern are outlined below:

- 9.8 Concerns regarding:

1. *Loss of views* (discussed in paragraph 20.60 onwards)  
Occupiers of some of the Packington Street properties have expressed concern that they would have a different view from the rear of their properties once the development was built. The view would change from a car park with a 3-4 storey office building on the other side of the road to the rear of a three-storey supported housing building.
2. *Loss of light* (discussed in paragraph 21.1 onwards)  
Occupiers of neighbouring properties have expressed concern regarding the loss of light to their property resulting from the development.
3. *Light pollution* (discussed in paragraph 20.61)  
Neighbouring occupiers have raised concern in relation to light pollution arising from the proposed development (lights being intermittently switched on and off as a result of the nature of the building).
4. *Misleading information* (discussed in paragraph 16.13)  
Concern has been raised regarding information provided by the applicants about the need of supported accommodation for local residents.
5. *Quality of accommodation and garden being provided* (discussed in paragraph 20.2 onwards)  
Concern has been raised regarding the quality of accommodation being provided, particularly whether a north facing building will provide sufficient daylight). Concern has also been raised regarding the quality of the proposed garden (discussed in paragraph 19.5).

- 6 *Design and overdevelopment of the site* (design discussed in paragraphs 17 onwards; heritage discussed from paragraph 17.19)  
Concern has been raised in relation to the design of the building; whether it constitutes an overdevelopment of the site and whether the building is appropriate in relation to the adjoining Conservation Area.
- 7 *Concerns regarding consultation with residents and the uploading of information application documents online* (discussed in paragraph 9.1 and 10.1)  
Concerns have been raised in relation to the applicants (housing) consultation with neighbours. In addition, concern has been raised in relation to documents being uploaded online during the application process.
- 8 *Concerns regarding the loss of parking* (discussed from paragraph 16.1 onwards)  
Concerns have been raised regarding the loss of the car park and the adjacent garages and whether this will mean an increased pressure on parking elsewhere.
- 9 *Daylight/sunlight impact and Rights to Light* (discussed from paragraph 20.3 onwards)  
Concerns have been raised in relation to adverse impacts to neighbouring light arising from the development. Concern has already been raised in relation to Rights to Light however as this is not a planning matter it is not discussed within the remit of the report.
- 10 *Concerns regarding accuracy of CGI and verified views images*  
Concerns have been raised in relation to the accuracy of the CGI and verified views images presented within the application documents.
- In order to make an assessment of the impact as regards to outlook/ sense of enclosure, verified view images have been submitted as part of the current application and as such have formed part of the planning assessment. It should be noted that these are not a validation requirement of the application and were submitted as a helpful tool rather than a necessity on officer's consideration of the proposal.
  - Verified views use a baseline of verifiable visual information that combines photographic views with accurate CAD 3D representations of the proposal to an agreed level of detail. Verified views conform to technical guidance (in this instance Photography and photomontage in landscape and visual impact assessment – Landscape Institute Advice Note 01/11; and the London View Management Framework SPG March 2012: Appendix C: Accurate Visual Representations).
  - In July 2016 the applicant's agent commissioned verified views from gardens along Packington Street, which lies to the rear of and abutting the boundary of, the proposed development. In April 2017, views were photographed (with 24mm, 45mm and at the residents' request, 50mm lenses) and surveyed, with the final output being verified from 3 properties. The views produced for each property (Fig. 18 below) included:
    - 1 view from the garden (as requested by the applicants)
    - 1 or 2 views from windows (as requested by residents)



**Fig. 18:** Viewpoint location plan

- Residents of Packington Street properties from where the images were taken, have raised concerns that an incorrect lens type was used to compile the images.
- Room 60 who carried out the imaging, have advised that following a scoping visit to the site, they chose to use a 24mm tilt-shift lens (Lens A) as it enabled them to capture an appropriate amount of context and utilise the capability of the lens to ‘look up’ and capture the proposed building within the view. Room 60 further advised that the use of a tilt-shift lens is considered best practice for architectural photography as it eliminates the vertical convergence that results from tilting a fixed lens to capture the height of a building.
- Notwithstanding when the views from the gardens are printed at A2 and the views from the properties are printed at A3 they will allow a viewing distance of 35cm regardless of what lens was used, thus making the views as consistent as possible. The submitted views from the garden using Lens A (24mm tilt-shift lens) and from the windows using Lens B (45mm tilt-shift lens) can therefore be viewed together with equal weight, when printed at full size and viewed correctly.
- The use of verified views in support of planning application proposals is an additional visual resource to inform the decision maker. It is not a requirement of the application process and officers are able to form a professional judgement on the impact of a development from the elevation drawings and

other information that is submitted. Notwithstanding this, and despite residents' opinion that the views submitted were inaccurate, officers consider that none of the submitted verified views nor submitted elevations, demonstrate that there would be an undue sense of enclosure or loss of outlook which would be sufficient to warrant refusal.

## **10 Applicant's consultation**

- 10.1 The applicant, Islington New Build and Regeneration Team, have carried out extensive consultation with members of the local community and have facilitated a number of meetings with local residents. In addition, residents have been kept abreast of updates through written correspondence and requests for information.
- 10.2 Some of the residents' input at these meetings has informed the design process of the proposal, however neighbours continue to be concerned about potential impact in terms of amenity (light, overlooking, privacy and outlook).

## **11 External Consultees**

- 11.1 The following responses have been received from external consultees:
- 11.2 *Crime Prevention Officer* – Recommends that the applicant meet Secure by Design accreditation.
- 11.3 *London Fire & Emergency Planning* – Recommends that sprinkler systems are installed.
- 11.4 *Thames Water* – No objection, subject to conditions and informatives requiring details of sewerage infrastructure, surface water drainage, water infrastructure and impact piling.
- 11.5 *Islington Swifts* – Recommend that integrated swift nestbox bricks or equivalent are installed near roof level.

## **12 Internal Consultees**

- 12.1 *Access Officer* - The Access Officer is largely happy with the amendments made to the scheme during the pre-application and planning submission processes subject to some minor details being submitted via condition.
- 12.2 *Planning Policy* – No specific comments to add (over and above comments submitted by the Access Officer).
- 12.3 *Design and Conservation Officer* – Has been involved in the proposal from the outset and is generally in support of the proposed height, massing and site layout. In terms of materiality the officer supports the use of brick (subject to further details being submitted via condition). The design officer believes the general elevational composition is acceptable and welcomes the improvements that have been made to the scheme during the application process including opening up the area between the main entrance and garden views at ground floor level. The design officer has agreed with the applicants that the single storey element of the building will be built in

a contrasting brick. This will be subject to a physical sample being submitted, along with other detailed design information, via condition.

- 12.4 *Energy Officer* – Has provided in-depth responses in relation to the initial information submitted and subsequent amended information. The most recent response from the Energy Officer on the 22/01/18 notes that the proposal meets regional and local policy targets however further details are required as follows:
- A revised carbon offset payment;
  - Further details regarding MVHR (Mechanical Ventilation with Heat Recovery system);
  - Further details regarding ventilation and/or active cooling;
  - Future proofing in relation to connecting to a District Energy Network.
- 12.5 *Sustainability Officer* – The council's Sustainability Officer has provided several responses to the initial and subsequent information received and is generally satisfied with the information submitted. The Officer has requested some details be submitted via condition as follows:
- Details of SuDS measures including information about reducing runoff to greenfield rates and calculation of storage volume requirements.
- 12.6 *Transport Planning Officer* – No objections raised.
- 12.7 *GLAAS* – Although the development is unlikely to cause significant harm there is still some potential to reveal remains which could contribute to understanding this part of Islington. The applicant's information has some limitations and lacks attention to key details. The development is likely to cause some harm to archaeological interest but not sufficient to justify refusal of planning permission provided that a condition is applied to require an investigation to be undertaken to advance understanding. (*condition required requiring written archaeological statement is submitted*).
- 12.8 *Highways / Transport* – The proposed development is considered acceptable in terms of highways and transportation subject to securing the removal of the redundant crossovers and repairs to the highway following the build. Standard clauses and conditions apply including all highways works to be carried out by the highways team. (*condition and section 106/Director's Agreement*).
- 12.9 *Tree Preservation / Landscape Officer* – No objection in principle. With regards to the removal of three grade B sycamore trees on the eastern boundary (within Turnbull House) the applicants have stated that the eastern boundary of the proposed development cannot be brought further in and as such the trees need to be removed to facilitate the construction of the development. As such the tree officer has stated that appropriate replacement trees with a similar canopy are required. With regards to the highways trees there is an opportunity to replace all of them and create a more linear appearance than the existing trees provide; this approach would be supported. Details of specific replacement trees would be subject to condition.
- 12.10 *Biodiversity and Nature Conservation* – No objections subject to bird boxes being installed and landscaping to maximise biodiversity.
- 12.11 *Refuse and Recycling* – No response received.
- 12.12 *Public Protection* – Submitted contaminated land report categorizes the site as low risk. The site is not listed on our contaminated land database, with the site listed previously as garages and housing. We would advise that the applicants keep a

watching brief for any contamination encountered onsite and a robust waste strategy for dealing with arisings and certification of any clean imported soils.

- 12.13 The site is adjacent to residential properties and the Windsor Centre. There is likely to be some disruption with a basement excavation. A condition is recommended requiring a CMP document be submitted looking at the potential impact and any appropriate mitigation measures.

### **13 Other Consultees**

13.1 *Crossrail 1* - no concerns regarding the application.

13.2 *Crossrail 2* – no comments regarding the application.

13.3 *Design Review Panel* – At application stage the proposal was considered by the Design Review Panel on the 12<sup>th</sup> September 2017. The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by the Design Council/CABE. The panel's observations are attached at Appendix 3 but the main points raised in the review are summarised below.

#### Height, massing and site layout

13.4 The Panel was generally supportive of the proposed height and massing of the building and felt the proposal was generally well scaled. No objections were raised in relation to the overall height and form of the proposed building.

#### Amenity and quality of accommodation

13.5 Panel members praised the design team for their considered approach when developing the site layout and massing in order to protect the amenity of neighbouring occupiers. They were of the view that there would be no significant detrimental impact to neighbouring residents.

13.6 However, concern was raised that in an attempt to address objections from a few neighbouring properties, the quality of the proposed accommodation had been compromised. The Panel were aware that studies had been undertaken to ensure that there would not be unacceptable levels of overlooking into neighbouring occupiers (specifically Packington Street) and that daylight and sunlight levels into these properties would not be impacted.

13.7 A question arose as to whether there had been a comparably thorough analysis of the quality of accommodation of the units within the proposal. The Panel thought that given the distances stipulated by policy were being complied with, the (applicants) design team were being overly cautious in its approach and as a result there was a sub-standard level of accommodation being proposed. Panel members stressed that the combination of north facing units with no private amenity space made it difficult for them to support the scheme.

13.8 The Panel suggested that the design team should explore alternatives to re-arrange the plan to improve the amenity of the proposed units. The Panel suggested that internal cores could be reconfigured to facilitate some units becoming dual aspect, possibly with private amenity space provided to the front elevation.

13.9 *Officer response: Glazing to the rear elevation at first and second floor levels has been re-instated to enable corridors to receive natural light and to generally provide more of a light and open feel to the building.*

13.10 *In terms of adjusting layout so that the eastern core could be shifted to allow the units to turn into dual aspect, possibly with private amenity space provided to the front elevation – whilst this may have been possible to execute, the client of the scheme (Islington Disabilities Team) responded as follows:*

*“The design has been developed to take into account the needs of the particular client group who will live in the building, with a focus on achieving a flexible space that can meet a range of needs and that ‘designs out’ common areas of risk for supported living for people with learning disabilities. It is of high importance that the privacy and dignity of the residents is protected, as some people may be vulnerable in situations where their living areas overlook other private or public spaces. For a significant number of people, it may be inappropriate and restrictive for their living areas to overlook or be overlooked by others, due to the nature of their support needs and associated risks. It is also important that residents and the people supporting them have simple and clear access across the building to ensure support can be provided as safely, effectively and discreetly as possible. Therefore, corridor access across each level is a deliberate feature of the design. In our view these needs have been accommodated in the current design and significant changes to the building’s core could compromise this, if the building is redesigned to achieve dual aspect units. In addition, any major changes to the building’s ‘core’ could adversely affect the way floors have been carefully designed to achieved the desired mix of independent living and opportunities for social interaction.*

*In terms of external private amenity space it would not be acceptable, considering the user group, to provide balconies or terraces on the front, or rear elevation”. “Secure external amenity at ground level, which is being provided, is much more suitable for the user group”.*

#### Communal / garden spaces

13.13 The Panel questioned the quality of the ground floor and felt that there were missed opportunities in linking the ground floor plan with the garden spaces to the rear. In particular, they highlighted the location of the disabled WC that blocked views to the exterior space. The Panel felt the ground floor provided a narrow corridor and an adjoining narrow space with a high boundary which potentially compromised the quality of the space and its potential to provide amenity value to future occupiers. They were of the opinion that the ground floor should be more open to the garden.

13.14 *Officer response: Modifications to the ground floor layout and ground floor window placement (including the large window area opposite the main entrance) have been made to enable the garden to be seen immediately upon entering the main entrance thus improving the sense of connectedness between internal and external areas. This will also facilitate a link between internal and external space and make the outside area more readily accessible. It will also enhance the views of the garden from the inside of the building for those who may not wish to go outside.*



**Fig. 19:** Rear elevation of the proposed building showing large windows/doors at ground floor level helping to link inside and outside areas. This improved ground floor detail is in response to DRP comments.

#### Treatment of front elevation

- 13.15 The Panel welcomed the intention of providing passive surveillance to the front, however they highlighted that this should not be at the expense of the quality of the living spaces or the quality of the external amenity space.
- 13.16 Panel members were generally supportive of the proposed elevational treatment and felt that the street frontage was appropriately articulated. They thought that the front window bays, if appropriately detailed, could provide an interesting feature and that the detailing of the windows and bays would be important to the success of the appearance of the front elevation.
- 13.17 Some Panel members felt that the proposed top of the building should be better celebrated and needed to appear more robust. To this end they encouraged the maintenance strategy to be considered in tandem to provide a robust edge and avoid later add-ons at roof level (i.e. safety railings for maintenance of the roof and PV panels).
- 13.18 *Officer response: further details of the detailed design of the front elevation will be required by condition. This will include specific details regarding the detailed design of the openings including cills and the depth of the window reveals. (The position and size of the window openings will not alter from that viewed by the DRP and agreed within the course of the application).*
- 13.19 *In terms of the Panel's comments regarding the roof, the applicants responded with revisions to minimise roof furniture (PV's and safety railings). This has resulted in the following revisions:*

- *Provision of collapsible safety rail;*
- *Reduction in the amount of PV panels on the roof (from 73 to 40);*
- *Locating PVs within the central section of the roof to minimise visual impact;*
- *Reducing pitch of PVs to 10 degrees (with a central pitch).*

#### Materiality and detailing

- 13.20 In terms of the materials, the Panel welcomed the proposed use of brick to the main block but questioned the proposed use of timber or GRC for the single storey unit. They stressed that the choice of materials should be determined by their robustness and longevity.



13.21 In relation to planting, the Panel felt that this element of the proposal could provide a positive contribution to the proposal however, an appropriate maintenance strategy needed to be in place.

13.22 *Officer response: In response to DRP and Design Officer comments the applicants have amended the materiality of the single storey element of the proposal to be a contrasting brick. Specific details of the brick will be required via condition. The landscaping condition requires a maintenance and replacement strategy.*

## **14 RELEVANT POLICIES**

14.1 Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following development plan documents.

### **14.2 National Guidance**

14.3 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals. Since March 2014 planning practice guidance for England has been published online.

### **14.4 Development Plan**

14.5 The Development Plan for this site is comprised of the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

### **14.6 Designations**

14.7 The site has the following designations under the London Plan 2016, Islington Core Strategy 2011 and Development Management Policies 2013.

- Core Strategy Key Area
- Archaeological Priority Area
- Within 50m of Duncan Terrace Conservation Area
- Within 100m of SRN
- Article 4 direction A1-A2

### **14.8 Supplementary Planning Guidance (SPG) / Document (SPD)**

14.9 The SPGs and/or SPDs which are considered relevant are listed in Appendix 2.

## **15 ASSESSMENT**

15.1 The main issues arising from this proposal relate to:

- Land use
- Design and impact on heritage assets
- Accessibility
- Neighbouring amenity

- Quality of residential accommodation
- Planning obligations/mitigations

## 16 Land Use

### Loss of car park spaces and adjacent garages

- 16.1 The existing use of the site is a car park with 23 spaces and an adjacent garage block with 12 units. The car parking spaces are understood to be used predominantly by local businesses whilst of the 12 garages on site, 6 are occupied. The garages that are not occupied are in a state of disrepair. The garages are let either for vehicle parking where a 2-year licence is issued, or for storage where a 1-year licence is granted. At the time of the application all 6 of the garages in use have vehicle parking licences. Of these 6 licences, 5 have been issued to residents (one of whom lives in the nearby Gough House and four who live in Popham Street, a short walk away). The remaining licensee is thought to be someone employed in the local area but not a resident. None of the 6 licences are attached to tenancy agreements or leases and none of the current licensees are holders of a blue badge.
- 16.2 All of the licences can be terminated with 7-days' notice and the Council does not have any obligation to re-provide alternative garages for the current licence holders although if there are vacancies on nearby council estates then a licensee may be offered an alternative location.
- 16.3 Policy CS10 (Sustainable design) further supports the loss of car parking facilities noting the Council will encourage 'sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free'. In terms of car use, policy DM8.5 (Vehicle Parking) demonstrates the Council's ambition to reduce car parking within the borough, both for residential and commercial purposes. Part B of the policy notes that 'Parking will only be allowed for non-residential developments where this is essential for the operational requirements and therefore integral to the nature of the business or service'. As the car park at the subject site cannot demonstrate being essential or integral in this respect (for example by hosting car club or rental car facilities), it is considered that the loss of the car park and adjacent garages would be in line with this policy.
- 16.4 In terms of existing users of the car park being able to use other parking facilities there are in excess of 50 business permit locations for on-road parking within a 30 metre radius of the subject site. These nearby spaces may serve to absorb any displacement resulting from the loss of the existing car park.

### Proposed land use

- 16.5 The application site is located in Core Strategy Key Area 5 (Angel and Upper Street) which seeks to resist the introduction of significant residential uses and protect business floorspace. However, in contrast, policies at local and regional level note that where an appropriate and justifiable need can be demonstrated, residential uses may in some instances be acceptable.

### *London Plan*

- 16.6 Policy 3.1 (Ensuring equal life chances for all) highlights the Mayor's commitment to ensuring the spatial needs of people is met, enabling them to enjoy and contribute

towards a safe, secure, accessible, inclusive and sustainable environment, and to ensure these are taken into account in new development.

- 16.7 London Plan policy 3.8 (Housing choice) notes that there should be a genuine choice of affordable homes available which can meet requirements for different sizes and types of dwellings in the highest quality environments. It further notes that new developments should take account of the housing requirements of different groups and the changing roles of different sectors in meeting these. Furthermore, the policy states that 90% of new housing should meet Building Regulation requirements in terms of accessible and adaptable dwellings and that 10% of new housing should meet (Building Regulation) requirements to be 'wheelchair user dwellings'.

#### *Islington Policies*

- 16.8 Policy CS12 (Meeting the housing challenge) of the Core Strategy seeks to meet the housing challenge by identifying sites which can significantly increase the supply of good quality residential accommodation across the borough. At the same time, Policy CS8 (Enhancing Islington's character) seeks to maintain the successful urban fabric of streets while improving on poorer quality of public realm and enhancing open space and the pedestrian environment around them.
- 16.9 In the glossary of the Development Management Policies, the term social infrastructure is defined as facilities provided to serve the need of the community and include C2 use accommodation such as care homes and supported housing.
- 16.10 Finally, Development Management Policy 3.8 (Sheltered housing and care homes) states that the Council will support the provision of care homes (including housing designed for older, disabled or vulnerable people) provided the development is suitable for the intended occupiers, accessible to public transport and local services and suitable for the site considering the surrounding neighbourhood and would contribute to mixed and balanced neighbourhoods.

#### Overview of Proposed Development

- 16.11 The building will provide accommodation for adults with a range of support needs. It is made up of 4 en-suite bedrooms and 7 units which are self-contained but still have access to all the facilities and support of the main building. Before being offered a place, residents will have undergone an intensive assessment of their needs so that the suitability of the facility for that particular person can be judged. Adult Social Services will be responsible for the allocation of rooms in accordance with their standard procedure and the building will remain in Council ownership in perpetuity. The tenants will include those with identified learning and/or physical disabilities and the layout has been arranged so as to facilitate wheelchair users. Tenants will need assistance with daily activities including accessing the wider community and managing their daily lives and so staff will be on site to provide intensive emotional and practical support. The communal facilities (kitchen, living and meeting rooms) will help with tenants' educational and training needs allowing them to develop employment skills or access to community activities.
- 16.12 The building will also allow for tenants who are more independent in their daily lives but who can still access the support network that the facility provides. The layout has therefore been flexibly designed so as to help accommodate people with a broad range of housing and support needs. It is recognised that the self-contained units could be viewed as individual flats (C3) and so to ensure that the accommodation remain as a single planning unit and is not further sub-divided for occupation or

management on the future, a condition is recommended. The building will be staffed on a 24-hour basis with staff sleeping accommodation being provided on ground floor. In addition, there is an on-site management office located at the main entrance which gives a clear visual connection to a monitored reception area and the communal areas on ground floor. A staff office is also located on the second floor. There will be a minimum of 3 staff on site within the building at all times however, it is likely that this will increase during the day as staff arrive to help support residents

- 16.13 It is considered that the proposal has demonstrated that it can ably provide good standard of facilities with the required level of supervision and management/support so as to provide specialist accommodation for vulnerable people. It is also well located to transport links, shops and community services so as to meet the needs of people seeking to live more independently. As such, it is compatible with Policy DM3.8. which states at Part A that *'the council will support the provision of sheltered housing and care homes provided the development will be:*
- I. suitable for the intended occupiers in terms of the standard of facilities and the level of independence, and provide the necessary level of supervision, management and care/support;*
  - II. accessible to public transport, shops, services and community facilities appropriate to the needs of the intended occupiers; and*
  - III. a suitable use for the site considering the surrounding neighbourhood, and contribute to mixed and balanced communities.'*
- 16.14 In relation to part (i) of this policy, the client (Council's Joint Commissioning Disabilities Team) advises that whilst the development itself does not need to be registered with Care Quality Commission as it will not be registered as a care home, the provider of care and support for the future residents (who will be a separate organisation, commissioned by the council), will need to be registered with the CQC in order to provide personal care to the tenants of the property. They will also have to comply with CQC regulations. The client has also confirmed that the design has been developed to take into account the needs of the particular client group who will live in the building, with a focus on achieving a flexible space that can meet a range of needs and that 'designs out' common areas of risk for supported living for people with learning disabilities. Overall, it is considered that the proposed site would be suitable for the intended occupiers, and therefore the proposal accords with part (i) of policy DM3.8.
- 16.15 In relation to part (ii) of this policy, the site has a PTAL rating of 6a (with 6b being the best rating achievable) and is thus considered to have a very good level of public transport accessibility. The site is within walking distance to Essex Road (National Rail) railway station and Angel (northern line) underground station. There are also a number of bus routes (10) in close proximity to the site. There are also walking and cycling routes near the site. Overall, it is considered that the proposed site is adequately accessible for the intended use, and therefore the proposal accords with part (ii) of policy DM3.8.
- 16.16 In relation to part (iii) of this policy, the applicant's assessment discusses the garages and car park representing a substantial opportunity for the council to increase provision of housing of this kind. It states that in what is otherwise a densely populated borough, the site represents a notable underdevelopment and would make a positive contribution to the local area. Overall, it is considered that the proposed development would represent a suitable use for the site considering the surrounding neighbourhood, and contribute to mixed and balanced communities, thus according with part (iii) of policy DM3.8.

- 16.17 A concern raised within a letter of objection to the scheme states that there is already an overconcentration of supported housing in the vicinity. However, information has been provided by the applicant stating that 3 schemes are located within 800m walking distance of Windsor Street (and that no schemes are within 500m). As such it is not considered there is a proliferation of supported housing in the immediate vicinity.
- 16.18 Other concerns raised in letters of objection pertain to the institutional style of the proposed building which is considered inappropriate. More appropriate supported housing is considered to be 'regular' size houses with less people living in them. Whilst this concern is noted the design of the building was carried out in close consultation with the Council's Disability Commissioning Team. As the Commissioning Team have direct experience of working with the client group and inputted into the design at an early stage, the design of the building (both internal and external) is considered fit for its intended use.
- 16.20 Given the above the proposed development is considered to propose good quality supported housing in accordance with the aims and objectives of London Plan and Islington Core Strategy Policies and relevant CQC guidance. As such, in land use terms, the proposal is considered to meet the objectives of adopted planning policy in accordance with London Plan Policies 2.9, 3.1, 3.3, 3.8 and 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policy DM3.8.

## **17 Design and Heritage Impact**

- 17.1 The National Planning Policy Framework (NPPF) states that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development. Further the NPPF states that the appropriate conservation of heritage assets forms one of the 'Core Planning Principles' (paragraph 17 bullet point 10) that underpin the planning system. As well as satisfying the relevant policies within NPPF and Local Plan policies, any decisions relating to listed buildings and their settings and conservation areas must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990 (in particular sections 16, 66 and 72).
- 17.2 The London Plan (2016) Policy 7.6 expects architecture to make a positive contribution to a coherent public realm, streetscape and wider cityspace. This is supported by Islington's Core Strategy Policy CS8 which states that the scale of new development will reflect the character of a surrounding area and Policy CS9 which states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive.
- 17.3 Islington's Development Management Policy DM2.1 requires all forms of development to be of a high quality, incorporating inclusive design principles while making positive contributions to the local character and distinctiveness of an area. Policy DM2.3 encourages development to make a positive contribution to Islington's local character and distinctiveness whilst conserving and enhancing heritage assets in a manner appropriate to their significance.
- 17.4 Islington's Urban Design Guide (IUDG) provides detailed design principles and standards for development across the whole of the borough. The IUDG aims to influence how buildings look and fit with their setting; the layout and organisation of public spaces; and the appearance of street frontages. In addition Islington's Conservation Area Design Guidelines state that in relation to Duncan Terrace / Colebrooke Row the council will operate special policies in order to preserve and

enhance the special character and appearance of the area. This will include new buildings conforming to the height, scale and proportions of existing buildings in the immediate area and seeking to improve the quality of paving, street furniture and open space in the area. All proposals for development in Islington are expected to be of good quality design, respecting their urban context in accordance with planning policy and guidelines.

#### The Application Site

- 17.4 An application for development at this location needs to integrate into the surrounding streetscape whilst also being able sit appropriately between residential properties to the rear (south) and east and west whilst facing commercial (office) buildings to the front (north). The proposal also needs to integrate into the aesthetics and character of the existing urban context whilst ensuring high quality design and architecture. Furthermore there is a statutory requirement for the planning authority to preserve or enhance the character or appearance of the conservation area (a designated heritage asset) and locally listed buildings.

#### Design (General)

- 17.5 Islington is characterised by architecturally and historically significant heritage assets and conservation areas, it is rare to find any development site whose potential is not heavily affected and shaped by the design and character of existing buildings (albeit the site lies adjacent to a Conservation Area to the west and the residential properties to the rear are locally listed).
- 17.6 The design brief for the development included the following key considerations:
- Wide corridors to allow people to pass easily;
  - Non-linear corridors;
  - Provide areas in circulation spaces for people to pass easily;
  - Dual points of access to communal rooms where possible;
  - Curved walls where possible;
  - Adaptable internal arrangement of social spaces;
  - Clear visual connection across communal and external areas;
  - Variety of external spaces;
  - Communal rooms for a range of activities; and
  - Level access throughout.
- 17.7 These considerations have been largely incorporated into the design of the building with the end result able to provide a combination of both shared and self-contained accommodation with additional communal area. In addition, the design has been mindful of the need to require spaces which can be flexibly used thus going some way to future proofing the development. Further aspects of the design are discussed below.



**Fig. 20:** CGI image of proposed development facing south from Windsor Street

### Siting and Layout

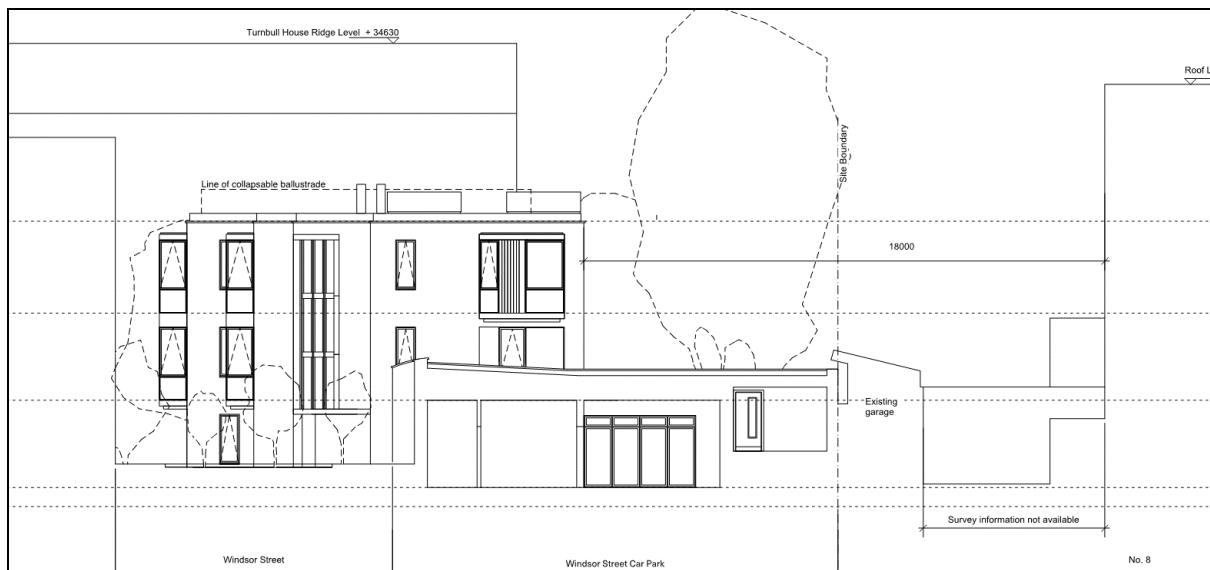
- 17.8 The front elevation is designed so that it projects forwards in stages. This is to break up the massing of the building and provide more visual interest. The rear elevation has also been staggered to break up the rear massing of the building and provide more visual interest. The stepped rear building line also affords opportunity to provide a more creative garden layout and segment the garden into specific areas.
- 17.9 The front of the site sits opposite The Windsor Centre with Windsor Street public highway in-between. The rear of the site abuts the rear gardens of Packington Street houses with a distance of approximately 18m. By locating the staff offices to the front of the building in a central position and the communal areas to the rear of the building, the more public facing uses are addressing the street with opportunities for more private areas to the rear.
- 17.10 With regards to the internal layout, this can be summarised as follows:
- 17.11 Single storey element:
- Staff bedroom with en suite shower room
  - Wheelchair storage and transfer room
  - Communal lounge with kitchen, dining and living space and access to garden
  - Refuse and recycling stores
- 17.12 Three storey element:
- Entrance, reception and primary stair and lift core
  - Reception and main office located at ground floor
  - Residential accommodation to front (north) with communal corridors to rear (south)
  - Four wheelchair units at ground floor with en suite bedrooms and a combined kitchen/living/dining room
  - Secondary stair and lift core (east) providing access to units on the upper levels
  - Additional communal lounge with kitchen, dining and living provided at first floor level
  - Small staff office located on second floor adjacent to secondary core

### Scale and massing

- 17.13 The proposed development has been developed in response to the site and its immediate environs, including the nearby residential properties abutting the site to

the rear at Packington Street. These are locally listed 3-storey Georgian townhouses with basements and to the north on Windsor Street is a 3-storey office building.

- 17.14 The proposed building would be 3-storeys high (reaching under 10m at the top of the parapet), with a single storey element to the west. The surrounding buildings range from three to five storeys in height whilst the topography is gently sloped from a higher terrain in the south to a lower one in the north. As a result, the properties along Packington Street stand notably taller and on higher ground level than the 3-storey proposed building under consideration here. Likewise, the proposed building will be lower than the Windsor Street office building (both existing and proposed), located opposite (to the north) which measures approximately 12.0 metres high.



**Fig. 21:** Section drawing showing The Windsor Centre building to the left, the proposed building in the centre and Packington Street to the right.

- 17.15 The 3-storey element of the building has a continuous roof level despite the differing ground levels at the site. The continuous roof level has been incorporated into the design in order to enable the building to achieve a regular and consistent appearance.
- 17.16 The single storey element of the scheme reduces the massing of the building as it turns south on Windsor Street towards Packington Street. This reduction in height enables views towards the rear of Packington Street to be maintained and offers an appropriate increase in height from a single storey element on the corner rising up to a 3-storey height further along the street.
- 17.17 Given the siting and location of the proposed building together with the proposed scale and massing, the proposal is considered to be in keeping with the scale and massing of the surrounding area.

### Materiality

- 17.18 The proposed building will largely be built in stock brick. Projecting bay windows will have a timber surround with timber panels also used on other windows. Conditions will be attached requiring physical samples to be submitted to ensure an appropriate quality of materials are used. The treatment of the single storey element will also be brick but in a contrasting colour to the brick on the larger three-storey section of the



building. Details of bricks, window materials and other materials will be required by condition.

### Heritage Impact

- 17.19 The Planning (Listed Buildings and Conservation Areas) Act 1990 (amended) requires planning authorities to preserve or enhance the significance of heritage assets through the planning process, according to the provisions of the act. The NPPF places strong emphasis on the desirability of sustaining and enhancing the significance of heritage assets, and affords great weight to the asset's conservation. The NPPF defines a "heritage asset" as: "A building, monument, site place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest".
- 17.20 The application site lies adjacent to the Duncan Terrace / Colebrook Row Conservation Area and abuts locally listed residential buildings at 8-39 Packington Street to the rear (described as 'Late classical, Italian influence'). Other nearby built heritage assets include:
- 70 Essex Road; a 19th century house with ground floor shop which is Grade II listed (located 100m to the north)
  - Mural at the City of London Academy; by William Mitchell, which is Grade II listed (located 150m to the south-east)
  - The Old Queens Head, 44 Essex Road; public house, c.1830, which is Grade II listed (located 50m to the west)
- 17.21 Given the close proximity of the proposal site in relation to the conservation area and the locally listed Packington Street terrace, along with the other heritage assets in relatively close proximity as listed above, particular attention is needed in terms of the scale, bulk, height, massing, detailed design and materiality of the proposed building to ensure there is no resulting detrimental impact to the setting of nearby heritage assets. Given the existing site contains a car park and partially derelict garages it is considered that it has no heritage value or significance. The buildings arose as a result of bomb damage and it was never intended that the rear of properties on Packington Street would have been exposed in the way that they are currently. The new building will therefore reinstate the original back- to- back arrangement. The design officer has noted that the proposal has a neutral impact on the character and appearance/significance of the conservation area. In terms of materiality and scale, the design officer has also noted that given the brickwork treatment the proposed building should blend in with the context successfully and that the scale and massing is generally respectful of the surroundings. Furthermore, from a broader townscape point of view there is the benefit of introducing a street frontage adding natural surveillance and removing unsightly garages/car park. Given the above the proposed building is considered to have a neutral impact upon the character and appearance of the conservation area, thus preserving it rather than enhancing it.
- 17.22 The site is also located within an area designated as an Area of Archaeological Priority. A report submitted with the application suggests that there is likely to be little impact to below ground heritage assets (remains) however GLAAS have recommended an archaeological condition requiring a Written Scheme of Investigation to be undertaken and approved by the planning authority to ensure any archaeological remains are adequately protected.

### Conclusion of design

17.23 The proposed building is considered to have a well-articulated and composed façade with the differing heights (single storey to three-storey) working well together to form a coherent architectural piece. Samples of materials would be required by condition in order to ensure that the development is built out to the highest quality. Details would also be required of the bay windows and other detailed elements of the design to ensure the resulting building is of the highest standard possible. As such, the proposal is considered to enhance the character and appearance of the nearby Duncan Terrace / Colebrook Row Conservation Area, preserves the setting of the locally listed buildings of Packington Street and results in a well-designed development in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.

## **18 Accessibility**

18.1 As a result of the changes introduced in the Deregulation Bill (Royal Assent 26th March 2015), Islington is no longer able to insist that developers meet its own SPD standards for accessible housing, therefore the Council can no longer apply its flexible housing standards nor local wheelchair housing standards. The new National Standard is broken down into 3 categories; Category 2 is similar but not the same as the Lifetime Homes standard and Category 3 is similar to our present wheelchair accessible housing standard.

18.2 Planners are only permitted to require (by Condition) that housing be built to Category 2 and or 3 if they can evidence a local need for such housing i.e. housing that is accessible and adaptable. London Plan 2016 Policy 3.8 Housing Choice requires that 90% of new housing be built to Category 2 and 10% to Category 3.

18.3 Development Management Policy DM3.4 'Housing Standards' provides various standards in housing including for accessibility and inclusive design. The policy states that the overall approach to all entrances should be logical, legible and level or gently sloping; and common entrances should be visible from the public realm, clearly identified and illuminated and have level access over the threshold. Moreover, the number of dwellings accessed from a single core must not be more than eight and communal circulation corridors should be a minimum of 1200mm wide. Finally, in terms of circulation within new homes, space for turning a wheelchair should be provided in living rooms, dining rooms and in at least one bedroom and dwellings over more than one floor are required to provide space for a stair lift.

18.4 The design of the residential units and residential communal areas complies with Lifetime Homes (Category 2), Islington Development Management Policies document and the Council's Inclusive Design in Islington SPD. Wheelchair accessible accommodation is proposed on the ground floor with two further wheelchair accessible units on upper levels. Level access is provided throughout the development and there are two lifts which serve all residential floors. The plans have also been amended during the course of the application in order to ensure that the proposal meets inclusive design principles.

### *Accessibility to garden/external area*

18.5 The garden space has been designed to be fully accessible and inclusive to all future occupiers of the accommodation. The garden/external area is on a single level with wide (1.2m) paths as well as turning spaces for wheelchairs. Seating has been

specifically designed and arranged so that wheelchair users can sit in such a way as to be part of the group.

- 18.6 The garden will include a sensory section, located in the south-west corner of the site, which will include raised planters. The raised planters could be enjoyed at sitting height and which would also enable residents to participate in the maintenance and/or growing of plants if they so wish. (Fig. 22 below shows a computer generated image indicating how the proposed garden will be organised).



**Fig. 22:** Computer generated image of the proposed garden/external area

- 18.7 Given the above, the proposed development is considered to satisfy relevant standards in terms of accessibility. In the event of planning permission being granted, permission would be conditioned to ensure that the proposed development is genuinely accessible and inclusive.

## **19 Quality of Resulting Supported Residential Accommodation**

- 19.1 Islington Core Strategy policy CS12 identifies that to help achieve a good quality of life, residential space and design standards will be significantly increased and enhanced from their current levels. The Islington Development Management Policies DM3.4 sets out the detail of these housing standards. In accordance with this policy, all new housing is required to provide functional and useable spaces with good quality amenity space, sufficient space for storage and flexible internal living arrangements. Policy DM3.8 notes that the council will support the provision of sheltered housing provided (amongst other things) the development is suitable for the intended occupiers in terms of the standard of facilities.

- 19.2 Habitable rooms in the proposed development itself were analysed for daylight provision. With the current surroundings, all bedrooms would exceed the

recommendations. All combined living / kitchen / dining and communal areas would exceed the recommendations for a living area and all but one would also exceed the recommendation for a kitchen.

- 19.3 With a cumulative scenario, including the proposed development at The Windsor Centre, nearly all of the bedrooms would exceed the recommendations and nearly all of the combined living / kitchen / dining and communal areas would exceed the recommendations for a living area. This is discussed further in paragraph 19.3.

*Unit Sizes:*

- 19.4 The supported housing units (both the self-contained units at first and second floor and the shared cluster unit at ground floor) far exceed London Plan standards in terms of floor area. The measurements of the units are as below.

*Ground floor*

- Shared 'cluster' unit at ground floor level: 154sqm

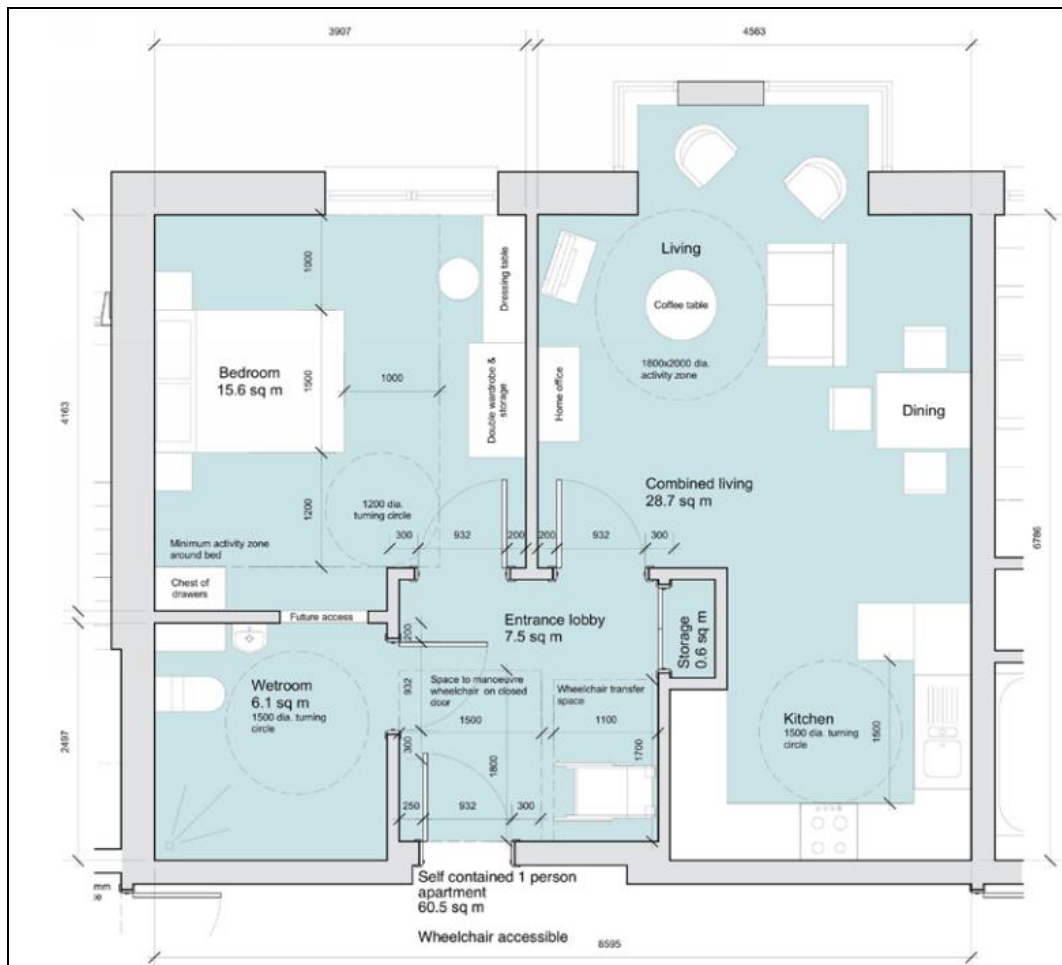
*First floor*

- Self-contained wheelchair accessible unit at first floor level: 60.5sqm
- Two self-contained wheelchair adaptable units at first floor level: 50.0sqm and 52.30sqm

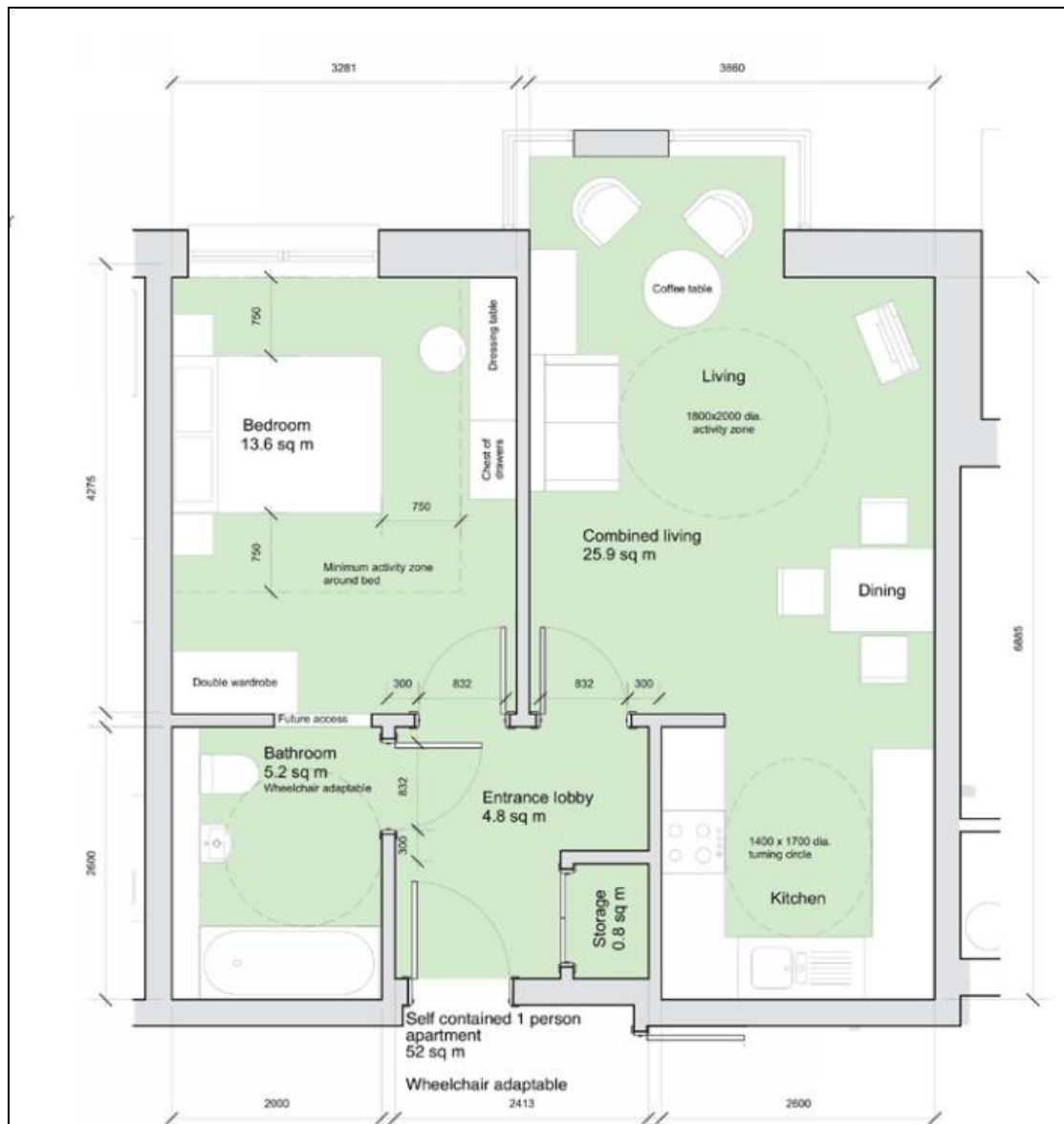
*Second floor*

- Self-contained wheelchair accessible unit: 60.5sqm
- Three self-contained wheelchair adaptable units: 45.8sqm, 50sqm and 52.3sqm

- 19.5 In addition, there are two separate communal rooms (living/kitchen/diners) for use by all residents throughout the building; one at ground floor and one at first floor. Moreover, the residents would also be provided with communal rooms and a generous garden space.



**Fig. 23:** Indicative layout of self-contained wheelchair accessible units (one will be located at first floor level and one will be located at second floor level).



**Fig. 24:** Indicative layout of self-contained wheelchair adaptable units (two will be located at first floor level and three will be located at second floor level).

19.6 *External Area:*

Policy DM3.5 of the Development Management Policies Document 2013 within part A identifies that ‘all new residential development will be required to provide good quality private outdoor space in the form of gardens, balconies, roof terraces and/or glazed ventilated winter gardens’. The policy in part C then goes on to state that the minimum requirement for private outdoor space is 5 square metres on upper floors and 15 square metres on ground floor for 1-2 person dwellings. For each additional occupant, an extra 1 square metre is required on upper floors and 5 square metres on ground floor level with a minimum of 30 square metres for family housing (defined as 3-bed units and above).

19.7 The proposed development includes a rear garden area running the entire length of the site. The garden would be divided into three areas as follows:

- Sensory section:
- Contemplation space:
- Flexible gathering space

- 19.8 The sensory garden would form an extension of the communal area and include a framed timber pergola with a shade canopy which would enable residents to use the space all year round. Seats would be informally arranged beneath the pergola to enable residents to look out over the sensory garden. Planting and materials will be selected for sound, scent and touch, so that they stimulate the senses. The contemplation space, located within the middle section of the garden, will include seats grouped together, including space for wheelchairs, to enable residents to sit together and relax.
- 19.9 The flexible gathering space, located in the south-east corner of the site, will be a larger space with fixed seating framed by planting.
- 19.10 As well as the three specific areas in the garden, the boundary wall of the garden (abutting the rear gardens of Packington Street), will be retained and repaired where necessary. The boundary wall, which sits within the application site, will have trellis attached to the top of it to provide screening for the residents of the proposed building. The trellis will be stepped according to the pattern of the existing stepped wall. However, for the majority of the length of the wall the trellis will be lower than the existing fence at the rear of the Packington Street gardens.

*Aspect/Daylight Provision:*

- 19.11 Policy DM3.4 (part D) sets out that ‘new residential units are required to provide dual aspect accommodation, unless exceptional circumstances can be demonstrated’.

*Daylight provision to habitable rooms within the proposed development:*

BRE Guidance – New buildings:

- 19.12 For new residential properties, paragraph 2.1.8 of the BRE guidance states: “*Daylight provision to new rooms may be checked using the average daylight factor (ADF). The ADF is a measure of the overall amount of daylight in a space.*”
- 19.13 British Standard BS 8206-2 “Code of Practice for Daylighting” recommends the following minimum ADF levels for new housing:
- Bedrooms: 1% ADF
  - Living Rooms: 1.5% ADF
  - Kitchens: 2% ADF
- 19.14 The BRE guidelines also note at paragraphs 2.1.10 and 2.1.11 that where there are multiple windows, the ADF due to each one can be added together, and that interiors with very high ADFs (over 6%) sometimes have problems with summertime overheating or excessive heat loss in winter.
- 19.15 With regards to daylight provision to the proposed development, the submitted BRE report concludes that, when built, all (12) of the bedrooms within the development would meet recommendations in the BRE guidelines. In terms of the other habitable rooms within the proposed development (combined living/kitchen/dining and communal areas) all (10) rooms would also meet the BRE guidelines for daylight provision.

*Daylight provision to habitable rooms within the proposed development if 'The Windsor Centre' extension is built:*

- 19.16 An application for a 3-5 storey high office extension at The Windsor Centre, which is located opposite the subject site, is currently under consideration by the Council. The extension would include an area being built on the southern side of the site, nearest to the proposed building on the Windsor Street car park. In this instance, should the development at The Windsor Centre be built, 10 of the 12 bedrooms of the proposed development would meet the BRE guidelines in terms of daylight provision. With regards to the other habitable rooms in the proposed development (combined living/kitchen/dining and communal areas) 9 of the 10 rooms would meet the BRE guidelines in terms of daylight provision.
- 19.17 The 2 proposed bedrooms which would not meet BRE guidelines for daylight provision should The Windsor Centre extension be built are located within Unit 1 and Unit 2 on the ground floor; these units directly face the proposed development at The Windsor Centre. The ADF (average daylight factor) target is 1.0% and the failures in this instance are 0.9% (Unit 1) and 0.6% (Unit 2). Unit 1 is therefore viewed as being a very marginal failure. The one combined living/kitchen/dining area which would not BRE guidelines for daylight provision is also located on the ground floor of the proposed development, between Unit 2 and Unit 3. It achieves 1.1% where the target is 1.5% for a living area.
- 19.18 The units on the ground floor will be occupied on a communal basis with the tenants being able to access all of the ground floor area so the dependence on daylight in one particular room needs to be balanced against the very good daylight that will be experienced in other rooms. The Windsor Centre application is still a current application which has not yet been presented to Planning Committee for determination so the potential impacts that the scheme might have should permission be granted can only be given limited weight in consideration of the current proposal. However, it is relevant to state that in the eventuality that consent is granted, the impact of this development will be limited to 2 bedrooms and to one living/kitchen/dining area and the degree of failure is considered to be relatively marginal.

Noise:

- 19.19 The development is sufficiently removed from any traffic noise from, for example Packington Street and Essex Road, and as such no specific sound insulation condition is proposed as this is dealt with by Building Regulations. A condition is recommended requiring details of noise from roof plant to be submitted to ensure that its operation will not create disturbance to residents.

Refuse:

- 19.20 Dedicated refuse and recycling facilities are provided for the proposal. Two refuse stores will be provided. One store will be adjacent to the secondary entrance towards the eastern end of the site and will serve the accommodation at first and second floors. The other store will be located to the western side of the site and will be of a sufficient size to serve the whole of the building if required. Both stores would be securely enclosed, with level access and serviced from the street.



## 20 Neighbouring Amenity

- 20.1 All new developments are subject to an assessment of their impact on neighbouring amenity in terms of loss of daylight, sunlight, privacy and an increased sense of enclosure. A development's likely impact in terms of air quality, dust, safety, security, noise and disturbance is also assessed. In this regard, the proposal is subject to London Plan Policy 7.14 and 7.15 as well as Development Management Policies DM2.1 and DM6.1 which requires for all developments to be safe and inclusive and to maintain a good level of amenity, mitigating impacts such as noise and air quality.
- 20.2 Moreover, London Plan Policy 7.6 requires buildings in residential environments to pay particular attention to privacy, amenity and overshadowing. In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.

### BRE Guidance - Daylight and Sunlight:

- 20.3 In general, for assessing the sunlight and daylight impact of new development on existing buildings, Building Research Establishment (BRE) criteria is adopted. In accordance with both local and national policies, consideration has to be given to the context of the site, the more efficient and effective use of valuable urban land and the degree of material impact on neighbours.
- 20.4 BRE Guidelines paragraph 1.1 states: "*People expect good natural lighting in their homes and in a wide range of non-habitable buildings. Daylight makes an interior look more attractive and interesting as well as providing light to work or read by*". Paragraph 1.6 states: "*The advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer. Although it gives numerical guidelines, these should be interpreted flexibly since natural lighting is only one of many factors in site layout design...In special circumstances the developer or local planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings*".

### BRE Guidance – Daylight to existing buildings:

- 20.5 The BRE Guidelines stipulate that... "the diffuse daylighting of the existing building may be adversely affected if either:
- *the VSC [Vertical Sky Component] measured at the centre of an existing main window is less than 27%, and less than 0.8 times its former value*
  - *the area of the working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value."* (No Sky Line / Daylight Distribution).
- 20.6 At paragraph 2.2.7 of the BRE Guidelines it states: "*If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC, with the development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight.*

*The area of lit by the window is likely to appear more gloomy, and electric lighting will be needed more of the time.”*

- 20.7 The BRE Guidelines state (paragraph 2.1.4) that the maximum VSC value is almost 40% for a completely unobstructed vertical wall.
- 20.8 At paragraph 2.2.8 the BRE Guidelines state: *“Where room layouts are known, the impact on the daylighting distribution in the existing building can be found by plotting the ‘no sky line’ in each of the main rooms. For houses this would include living rooms, dining rooms and kitchens. Bedrooms should also be analysed although they are less important... The no sky line divides points on the working plane which can and cannot see the sky... Areas beyond the no sky line, since they receive no direct daylight, usually look dark and gloomy compared with the rest of the room, however bright it is outside”.*
- 20.9 Paragraph 2.2.11 states: *Existing windows with balconies above them typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight.”* The paragraph goes on to recommend the testing of VSC with and without the balconies in place to test if it the development or the balcony itself causing the most significant impact.
- 20.10 The BRE Guidelines at its Appendix F gives provisions to set alternative target values for access to skylight and sunlight. It sets out that the numerical targets widely given are purely advisory and different targets may be used based on the special requirements of the proposed development or its location. An example given is *“in a mews development within a historic city centre where a typical obstruction angle from ground floor window level might be close to 40 degree. This would correspond to a VSC of 18% which could be used as a target value for development in that street if new development is to match the existing layout”*
- 20.11 Paragraph 1.3.45-46 of the Mayor of London’s Housing SPD states that:
- ‘Policy 7.6Bd requires new development to avoid causing ‘unacceptable harm’ to the amenity of surrounding land and buildings, particularly in relation to privacy and overshadowing and where tall buildings are proposed. An appropriate degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties, as well as within new developments themselves. Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.
- 20.12 The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity and avoid unacceptable harm.’

### BRE Guidance - Sunlight to existing buildings:

20.13 The BRE Guidelines (2011) state in relation to sunlight at paragraph 3.2.11:

*“If a living room of an existing dwelling has a main window facing within 90 degrees of due south, and any part of a new development subtends an angle of more than 25 degrees to the horizontal measured from the centre of the window in a vertical section perpendicular to the window, then the sunlighting of the existing dwelling may be adversely affected. This will be the case if the centre of the window:*

- *Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March and*
- *Receives less than 0.8 times its former sunlight hours during either period and has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.”*

20.14 The BRE Guidelines state at paragraph 3.16 in relation to orientation: *“A south-facing window will, receive most sunlight, while a north-facing one will only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows will receive sunlight only at certain times of the day. A dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit.”*

20.15 They go on to state (paragraph 3.2.3): *“... it is suggested that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun.*

### BRE Guidance - Open spaces:

20.16 The Guidelines state that it is good practice to check the sunlighting of open spaces where it will be required and would normally include: *‘gardens to existing buildings (usually the back garden of a house), parks and playing fields and children’s playgrounds, outdoor swimming pools and paddling pools, sitting out areas such as those between non-domestic buildings and in public squares, focal points for views such as a group of monuments or fountains’.*

20.17 At paragraph 3.3.17 it states: *“It is recommended that for it to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21 March. If as a result of new development an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21 March.”*

### **Assessment**

#### Summary

20.18 The applicant’s submitted Daylight/Sunlight Report (entitled ‘Daylight and Sunlight: Proposed Development at Windsor Street’ and dated 8 September 2017), assesses the loss of daylight and sunlight to neighbouring properties and daylight provision to habitable rooms in the development itself. The latter assessment of daylight provision to habitable rooms within the proposed development itself, has been assessed via

the calculation of the average daylight factor and has been referred to under the quality of accommodation section.

20.19 The properties included in the analysis are as follows:

8-17 Packington Street - Residential properties lying to the rear of the proposed development with rear gardens abutting the rear garden of the proposed development

Gough House - Block of flats (7-storey's) to the west / north-west of the proposed development

13 Windsor Street - Commercial premises to the north-west of the proposed development

The Windsor Centre - Commercial premises to the north of the proposed development

Turnbull House - Block of flats (5-storey's) to the east of the development

**Windsor Street - Daylight**

Unit label/ address	Room / Window	Room use	Vertical Sky Component (Window)			No Sky Line (Daylight Distribution) (Room)			
			Existing (%)	Proposed (target: ≥27%)	Reduction (target: <20%)	Whole room m <sup>2</sup>	Previous m <sup>2</sup>	Proposed m <sup>2</sup>	Reduction (target: <20%)
12 Packington Street	Lower ground floor /W1A	Kitchen	21.4	18.3	15%	<b>35</b>	<b>27.9</b>	<b>20</b>	<b>28%</b>
12 Packington Street	Lower ground floor /W1	Kitchen	25.1	21.1	16%				
Turnbull House	Ground floor W7*	Unknown	10.5	7.5	<b>29%*</b>	Not known as room layout unavailable			

**Fig. 25: DAYLIGHT:** Individual BRE failures marked in **BOLD**. Units where both tests fail highlighted in **GREY**.

\*- this window has an overhang above it which restricts vertical sky component. Without the overhang it meets the guidelines.

**Turnbull House - Sunlight**

Unit label/ address	Room / Window	Room Use	Annual APSH			Winter WPSH		
			Existing	Proposed (Target >25)	% loss (Target <20)	Existing	Proposed (Target >5)	% loss (Target <20)
Turnbull House	Ground floor W7*	Unknown	17	<b>10</b>	<b>39%*</b>	8	8	0

**Fig. 26:** SUNLIGHT: Individual BRE failures marked in **BOLD**. Units where both tests fail highlighted in **GREY**

\*- this window has an overhang above it which restricts annual sunlight. Without the overhang it meets the guidelines.



**Fig. 27:** Photo of the rear of Turnbull House. Window potentially affected by the proposed development (Window 'W7') is located at the bottom right of the photo outlined in white rectangle.



**Fig. 28:** Photo of the rear of No. 12 Packington Street. The room in question is lit by a window and glazed door (as outlined in white rectangle). Both window and door were taken into account in the daylight distribution analysis.

20.20 The Daylight/Sunlight report submitted for this application has also undertaken an assessment of any impact to existing neighbouring properties resulting from the proposed extension at The Windsor Centre. However, as that is a separate application and is not under assessment here, those results are not discussed within the remit of this report.

20.21 The Daylight/Sunlight assessment was undertaken using architectural drawings, a 3D model of the proposed development, Ordnance Survey map information, a topographical survey and site visits to Packington Street (on 27 February 2015, 20 January 2016 and 1 February 2016). Access was available to 8-15A and 16 Packington Street, enabling room geometry to be measured. The daylight distribution calculations for these properties have been included in the analysis. At other Packington Street properties, access was not available, and as such daylight distribution calculations have not been undertaken nor included in the analysis.

20.22 The results of the analysis are further discussed below.

20.23 Impact of the proposed development on existing neighbouring properties at 8-17 Packington Street: *Daylight and Sunlight*

*Daylight: 8-17 Packington Street*

20.24 In terms of daylight analysis, of the 49 windows which were analysed at the rear of 8-17 Packington Street, all would meet the BRE guidelines by having a vertical sky component (with the proposed development in place) of greater than 27%, or more than 0.8 times the value before.

20.25 For the daylight distribution analysis, main rooms on the lower ground to first floor were assessed where survey data could be collected (no impact was found on second floor windows and rooms). In some properties rooms on the lower or upper ground floors stretch the entire length of the building. In these instances, the rooms

were analysed with the contribution of the front window facing onto Packington Street, included. In other instances, where through-rooms are partitioned, the rear room (with a single window facing the development site) has been analysed.

- 20.26 The analysis concludes that of the 29 surveyed rooms, 28 would meet the BRE guidelines for daylight distribution, since the area of the working plane that could see the sky with the proposed development in place, would be greater than 0.8 times the value before.
- 20.27 In terms of daylight distribution, the lower ground floor through-kitchen at No.12 Packington Street would be below BRE guidelines. This room would have an area of the working plane able to see sky (with the proposed development in place) of 0.72 times the value before, compared to a target of 0.8. This is partially due to the internal layout of the room; it is unusually deep and most of the area losing light from the sky is in the front part of the space, furthest from the rear windows that face Windsor Street.

*Garden apartment in the rear garden of No.16 Packington Street*

- 20.28 In the rear garden of No.16 Packington Street, is a single storey, 1-bedroom apartment. This apartment has one window facing the rear of Packington Street, serving a bedroom. This bedroom window would be unaffected by the proposed development.
- 20.29 The garden apartment has a main living/kitchen area which is served solely by two rooflights. When a sloping sky measurement (a measure of the skylight received at the centre of the rooflight), was calculated, there was found to be a marginal and insignificant loss of daylight. However, daylight distribution would be unaffected by the proposed development, since skylight would still be able to be received through the rooflights directly above.

*Sunlight: 8-17 Packington Street*

- 20.30 As stated above BRE guidelines recommend that loss of sunlight be calculated for windows to main living rooms facing within 90 degrees of due south. For Packington Street the only applicable property would be the garden apartment located within the rear garden of No.16. The rooflights, serving the main living area of the garden apartment, were applicable to the analysis and were found to meet the BRE guidelines.

Impact of the proposed development on existing neighbouring properties at 8-17 Packington Street: *Sunlight to rear gardens*

- 20.31 A BRE computer programme was used to calculate the area of existing rear gardens to the properties at 8-16 Packington Street. The results showed that in terms of loss of sunlight to the rear gardens of 8-16 Packington Street, the proposed development would make no difference to the area of the gardens that can receive two or more hours of sunlight on the 21 March.

Impact of the proposed development on existing neighbouring properties at Gough House: *Daylight and Sunlight*

*Daylight: Gough House*

- 20.32 All of the windows analysed on the first floor of Gough House would meet BRE guidelines since they would have a vertical sky component (with the proposed development in place), greater than 0.8 times the value before. The daylight/sunlight report concludes that loss of daylight would be marginal and not significant.

*Sunlight: Gough House*

- 20.33 The windows analysed (facing within 90 degrees of due south) would meet the BRE guidelines for both annual and winter sunlight. This means the windows would receive more than 25% probable sunlight hours, including more than 5% in the winter months, with the development in place. The windows would also have values more than 0.8 times than those before, and would not lose more than 4% annual probable sunlight hours.

Impact of the proposed development on existing neighbouring properties at 13 Windsor Street: Daylight and Sunlight:

*Daylight: 13 Windsor Street*

- 20.34 One window on the ground floor of 13 Windsor Street, facing south, was analysed. The window would be unaffected by the proposed development and therefore meet BRE guidelines. Windows on the same façade on the floors above would also be unaffected.
- 20.35 Windows on the other facades of 13 Windsor Street would not be significantly impacted since they would either light entrance/stairwell areas, or not have a direct view of the higher three-storey element of the proposed development.

*Sunlight: 13 Windsor Street*

- 20.36 The window analysed (facing within 90 degrees of due south) would meet the BRE guidelines for both annual and winter sunlight. This means the window would receive more than 25% probable sunlight hours, including more than 5% in the winter months, with the development in place. The window would also have values more than 0.8 times than those before, and would not lose more than 4% annual probable sunlight hours.

Impact of the proposed development on existing neighbouring properties at The Windsor Centre: Daylight

*Daylight: The Windsor Centre*

- 20.37 Whilst The Windsor Centre is commercial premises (and as such would not normally be subject to an assessment), the 17 windows in closest proximity to the proposed development (ground and first floor windows on three facades) were analysed for loss of daylight via a vertical sky component calculation.
- 20.38 All 17 of the windows analysed would meet BRE guidelines for vertical sky component. This would be achieved by either having values of greater than 27% (with the proposed development in place), or more than 0.8 times the value than before.

Impact of the proposed development on existing neighbouring properties at Turnbull House: Daylight and Sunlight

*Daylight: Turnbull House*



- 20.39 Applicable windows (14 in total) on the ground floor of the residential block Turnbull House were analysed for loss of daylight. Two windows are located under overhanging balconies. The windows are analysed with the overhangs in situ.
- 20.40 The analysis shows that one of the fourteen windows (window 'W7' in Fig.27 above) would not meet BRE guidelines. This window has a balcony overhang which restricts daylight provision and as such could force a reliance on daylight from the area of the proposed site.
- 20.41 In this instance BRE guidance notes that "One way to demonstrate this would be to carry out an additional calculation of vertical sky component...without the balcony in place." When window 'W7' was recalculated without the balcony overhang the results showed that the window would comfortably meet the BRE guidelines. As such, it is primarily the overhang rather than the proposed development, which is limiting daylight provision to the window.

*Sunlight: Turnbull House*

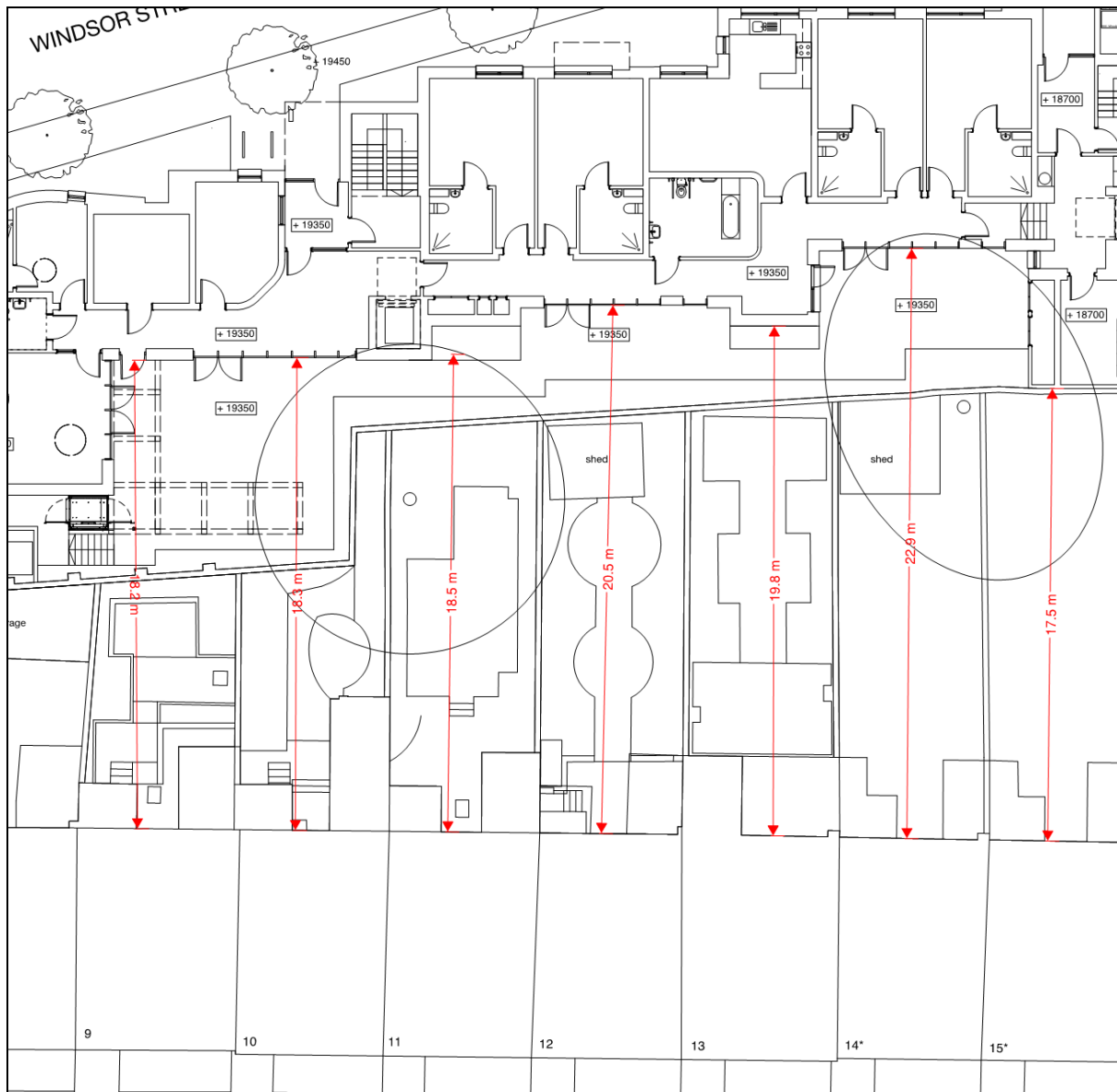
- 20.42 At Turnbull House (residential block of flats to the east of the development), all but one window would meet the BRE guidelines for loss of daylight and loss of sunlight. The one window at Turnbull House which would not meet guidelines is positioned below an overhang. When the calculations for this one window are repeated without the overhang (a procedure which is recommended to be carried out in the BRE guidance in situations where a window is located below an overhang), the window would meet guidelines for loss of daylight and loss of sunlight.

Conclusion of daylight/sunlight impacts

- 20.43 The daylight/sunlight assessment confirms that loss of daylight and sunlight at the nearest neighbouring properties has been analysed and compared against BRE guidelines. The assessment has found as follows:
- All of the windows analysed at the rear of 8-17 Packington Street would meet the BRE loss of daylight guidelines for vertical sky component;
  - All rooms analysed at the rear of 8-17 Packington Street, apart from one, would also meet the BRE guidelines for daylight distribution;
  - Loss of sunlight to the rear of 8-17 Packington Street would not be a consideration since they do not fall within 90 degrees of due south;
  - The garden apartment at the rear of number 16 Packington Street, lit by rooflights, would meet BRE guidelines for both daylight and sunlight provision;
  - All windows at Gough House and 13 Windsor Street would meet BRE guidelines for loss of daylight and sunlight;
  - All windows analysed at The Windsor Centre, would meet the BRE guidelines for vertical sky component;
  - At Turnbull House, all but one window would meet the BRE guidelines for loss of daylight and sunlight. The window which would not meet the guidelines is below a balcony overhang. When the calculations were carried out with the overhang removed the window would meet the BRE guidelines for loss of daylight and sunlight.
- 20.44 Given the above results it is considered that the proposed development is acceptable in terms of daylight and sunlight to neighbouring properties. Whilst there are some daylight failings (one at 12 Packington Street and one at Turnbull House) these are considered to be minor and would not warrant refusing the application.

Overlooking / Privacy:

- 20.45 Islington's Disability Commissioning Team have provided a letter noting the design of the building has been developed to take into account the needs of the future occupiers, with a focus on achieving a flexible space that can meet a range of needs and that 'designs out' common areas of risk for supported living for people with learning disabilities. The commissioning team further note that it is of high importance that the privacy and dignity of the residents is protected, as some people may be vulnerable in situations where their living areas overlook other private or public spaces. Further, it may be inappropriate and restrictive for their living areas to overlook or be overlooked by others, due to the nature of their support needs and associated risks. It is also important that residents and people supporting them have simple and clear access across the building to ensure support can be provided as safely, effectively and discreetly as possible.
- 20.46 With this in mind the layout of the building has been designed so that corridors run to the rear of the building. This would minimise any potential for the occupiers of Packington Street to be able to overlook residents of the proposed building, thus protecting Windsor Street residents' privacy as far as possible. Figure 29 below gives an indication of distances between the rear windows of Packington Street and the rear windows of the proposed building.



**Fig. 29:** Showing distances between rear windows of Packington Street properties and rear windows of proposed building.

20.47 Development Management Policy 2.1 identifies that ‘to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway; overlooking across a public highway does not constitute an unacceptable loss of privacy’. In the application of this policy, consideration has to be given also to the nature of views between habitable rooms. For instance, where the views between habitable rooms are oblique as a result of angles or height difference between windows, there may be no harm.

20.48 One of the windows shown in figure 29 above (property number 15) shows a distance of 17.5 metres between rear window and rear elevation of proposed building. However, this property would be facing onto a blank façade of the external cycle store and as such there would be no adverse impact to amenity in terms of privacy and/or overlooking.

20.49 However, the rear elevation of the proposed building has a series of windows that overlook some of the rear gardens of Packington Street. The majority of these windows (in the proposed development) would have clear glazing however they would serve corridors running the length of building, other than two windows at first floor level serving a communal kitchen/living/dining room and three windows at second floor level which also serve a kitchen/living/dining room. These windows serving the two communal areas would be white translucent glass which would effectively allow light into the rooms but would not afford views out. In this respect there would be no habitable room windows facing directly into habitable room windows and given the distances would largely exceed 18m, the proposal would not give rise to unacceptable impacts in terms of overlooking and privacy.



**Fig. 30:** Showing window detail and glazing to proposed rear elevation. Windows annotated with the number 02 would have either clear glazing or white translucent glazing. Openings annotated with the number 07 would be recessed brick panel.

*Safety / Security:*

20.50 Development Management Policy DM2.1 requires developments to be safe and inclusive, enhance legibility with a clear distinction between public and private space and to include safety in design, such as access, materials and site management strategies. On all developments, whether for supported housing or self-contained housing, it is vital to build safety and security into the design.

20.51 The proposed supported housing building will have on-site support and care with staff facilities provided on the ground floor with a staff office also located at second floor. The Metropolitan Police Designing Out Crime Officer has previously been consulted on the proposal which she supported in principle. Further confirmation that the development achieves Secure by Design accreditation will be required by condition.

*Noise and Disturbance:*

20.52 A Construction Management Plan would be required by condition to ensure there would be minimal disruption arising from the construction process.

*Light pollution:*

- 20.53 A concern has been raised by a neighbouring occupier that the development might result in light pollution to their property. Specifically, they are concerned that because of the nature of the building there will be intermittent switching on and off of lights at night-time. However, as the building is for residential use it is not considered there would be any excessive use of lights over and above what would normally be expected from a residential block and as with any residential use, if lights were being switched on to such an extent that they were deemed to be creating light pollution, this would be investigated by the Environmental Health Team.

Views / Outlook:

- 20.54 Proposals for development are considered against their visual context, such as location and scale of landmarks, strategic and local and other site specific views, skylines and silhouettes. DM2.4 requires local and strategic views to be protected.
- 20.55 The proposal would not affect any strategic or local protected views. However, some residents of surrounding properties have objected to the proposal on the basis of the affect the development would have on their views from within their properties. While loss of view per se is not a planning consideration, the proposal has been considered in terms of the potential for and assessed against policy DM2.1 (Increased sense of enclosure and outlook). Given the proposal's considerable distance from neighbouring residential properties at Packington Street (see Fig. 29 above), it is not considered that the proposed development would result in any unacceptable sense of enclosure or loss of outlook.

Conclusion of neighbouring amenity impact

- 20.56 It is acknowledged that there will be a visual impact but this is not deemed to be unacceptable nor unusual in this urban location. In summary, the proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight, increased overlooking, loss of privacy, sense of enclosure or safety and security.

**21 Sustainability, Energy Efficiency and Renewable Energy**

- 21.1 The London Plan (2016) Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through energy efficient design, the use of less energy and the incorporation of renewable energy. London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 21.2 All development is required to demonstrate that it has minimised onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation (CS10). Developments should achieve a total (regulated and unregulated) CO<sub>2</sub> emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO<sub>2</sub> emissions should be offset through a financial contribution towards measures which reduce CO<sub>2</sub> emissions from the existing building stock (CS10).
- 21.3 The Core Strategy also requires developments to address a number of other sustainability criteria such as climate change adaptation, sustainable transport,

sustainable construction and the enhancement of biodiversity. Development Management Policy DM7.1 requires for development proposals to integrate best practice sustainable design standards and states that the council will support the development of renewable energy technologies, subject to meeting wider policy requirements. Details and specifics are provided within Islington's Environmental Design SPD, which is underpinned by the Mayor's Sustainable Design and Construction Statement SPG. Major developments are also required to comply with Islington's Code of Practice for Construction Sites and to achieve relevant water efficiency targets as set out in the BREEAM standards.

## **22 Carbon Emissions**

### London Plan CO2 reduction target:

- 22.1 London Plan policy 5.2B sets out a CO2 reduction target, for regulated emissions only, of 40% against Building Regulations 2010 and 35% against Building Regulations 2013.

### Council CO2 reduction target:

- 22.2 The applicants have confirmed that the development achieves a 25.6% reduction in regulated and unregulated emissions against a Part L 2013 baseline. Whilst this does not meet the 27% policy requirement (where developments are not connecting to decentralised energy network (DEN)) the shortfall is considered marginal. The application fails to meet the 27% policy requirement as the number of PV panels has been reduced since submission from 73 to 55. This reduction has been made to accommodate a collapsible maintenance safety railing at roof level and to ensure the panels are as less visually obtrusive as possible by locating them away from the edges of the roof.
- 22.3 In accordance with the Council's Zero Carbon Policy, the council's Environmental Design SPD states "after minimising CO2 emissions onsite, developments are required to offset all remaining CO2 emissions (Policy CS10) through a financial contribution". This applies to both regulated and unregulated emissions.
- 22.4 A Carbon Offset calculation of £37,727 has been calculated for the outstanding 41 tonnes emissions. This has been calculated according to Islington Policy and will be sought by way of Director's Letter (pursuant to section 106).

### BREEAM

- 22.5 Council policy DM 7.4 A states "Major non-residential developments are required to achieve Excellent under the relevant BREEAM or equivalent scheme and make reasonable endeavours to achieve Outstanding".
- 22.6 The council's Environmental Design Guide states "Schemes are required to demonstrate that they will achieve the required level of the CSH/BREEAM via a pre-assessment as part of any application and subsequently via certification."
- 22.7 The submitted BREEAM Pre-Assessment Report shows a score of 73.94% achieving an 'Excellent' rating meeting the requirements of DM 7.4 for the current design proposals.
- 22.8 All reasonable measures should be taken to ensure the development as built achieves this level and a condition is recommended to this effect.

### Heating and CHP:

22.9 London Plan Policy 5.6B states that Major development proposals should select energy systems in accordance with the following hierarchy:

1. Connection to existing heating or cooling networks;
2. Site wide CHP network
3. Communal heating and cooling

22.10 The applicant does not propose to connect to a District Heat Network as there is no planned and committed network within 500m of the application site. Notwithstanding this, suitable wording would be included in the application's section 106 agreement (Director's Letter) to ensure potential future connection in the event that a DEN is established in the future.

22.11

### Renewables

22.12 The Mayor's SD&C SPD states that major developments should make a further reduction in their carbon dioxide emissions through the incorporation of renewable energy technologies to minimise overall carbon dioxide emissions, where feasible. The Council's Environmental Design SPD (page 12) states "use of renewable energy should be maximised to enable achievement of relevant CO2 reduction targets."

22.13 The Energy Strategy proposes the installation of 55 PV panels on the roof of the three storey element. The number of PV panels is the highest amount possible within the constraints of the roof and the need to maintain collapsible barriers around the edge of the roof. A high efficiency communal gas boiler is also proposed.

22.14 A condition is recommended requiring the applicant to provide further details of the PV panels to ensure efficient panels are used and their location and positioning is appropriate. This measure would go some way to increasing the developments carbon reduction targets.

22.15 Subject to offset payments as outlined above and the provision of further information via condition the application is considered to propose an adequate amount of renewable energy, energy efficiency measures and clean energy. As such the proposal is considered acceptable in this respect.

### Sustainable Urban Drainage System

22.16 The site has been identified as being in a low flood risk zone. The application proposes a reduced impermeable area in comparison to the existing site and has increased planting in comparison to the existing site, thus allowing for less surface water run-off.

22.17 An intensive sedum roof is proposed on the single storey element of the building, and a rainwater attenuation tank (water butt) within the rear garden area. Both of these measures will help to further reduce surface water run-off.

22.18 Further details of the SuDS element of the proposal is required by condition however the submitted application documentation advises that green roof and rainwater

harvesting technology, permeable paving and raingarden features (that use planting as drainage structure) will be considered.

#### Green Performance Plan

- 22.19 A draft Green Performance Plan has been submitted. A final version would be required through the Director's Letter (section 106).
- 22.20 The energy and sustainability measures proposed are in accordance with policy and would ensure a sustainable and green development that would minimise carbon emissions in the future.

### **23 Biodiversity and Ecology**

- 23.1 The existing site is comprised of a reasonably significant amount of hardstanding; as such, the site provides limited potential for protected species. That being said, the site has shrubs, bushes and ornamental planting. There is amenity grassland and trees in the adjacent Turnbull House site. The young trees on site, climbing ivy and over-hanging, adjacent trees are of nesting potential and there is potential for the adjacent boundary trees to be utilised for foraging by common bat species. Concern has been raised regarding the protection of swifts nesting close to the site. Thus, to maintain and enhance habitats and biodiversity it is recommended to, where possible, increase the number and species of trees on site and to provide bird (for example swifts) and bat boxes on site. It is also proposed that any soft landscaping should aim to enhance the ecological value of the site.
- 23.2 Finally, an extensive green roof on top of the single storey element of the building is proposed. This will increase the biodiversity element of the garden and improve visual amenity. Given the above, it is considered that the proposal would enhance the overall ecological and biodiversity value of the site

### **24 Landscaping and Trees**

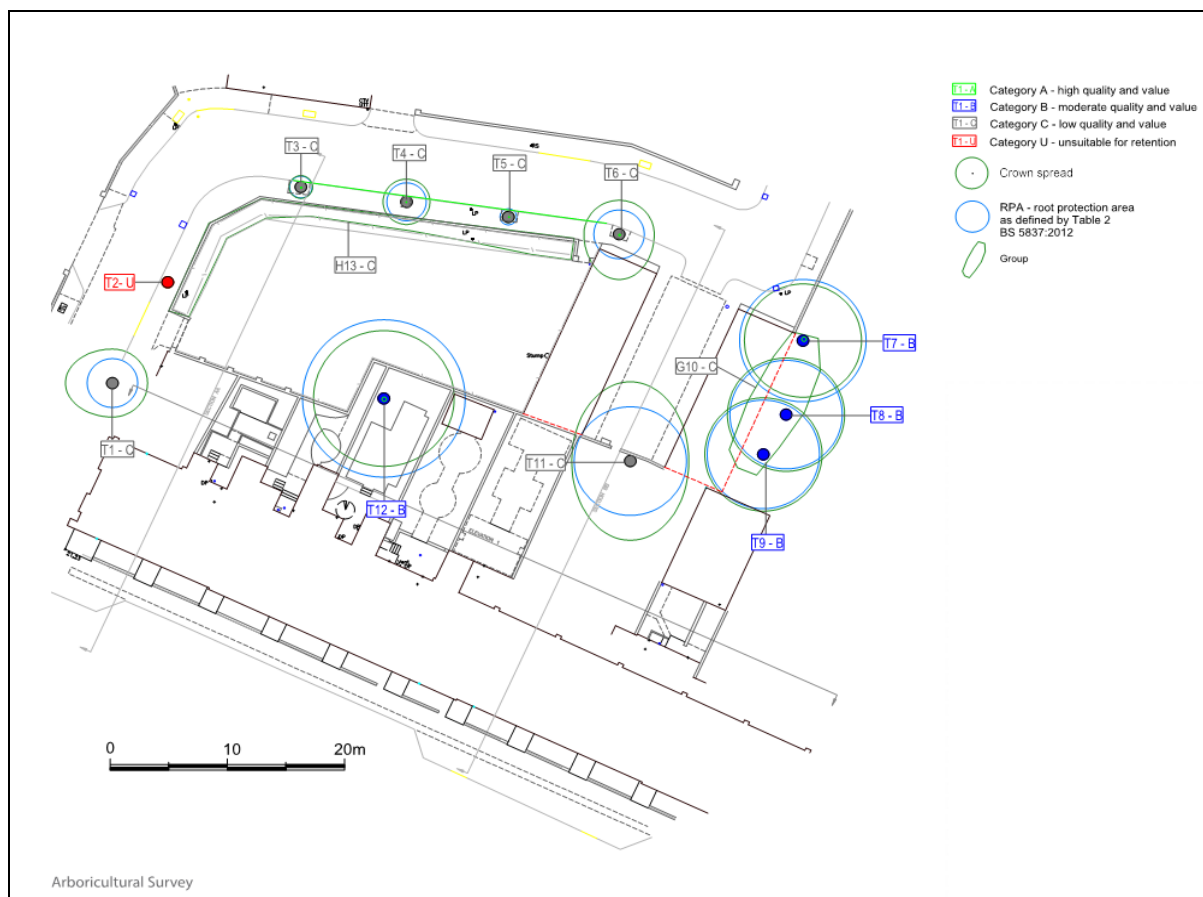
- 24.1 Islington's Core Strategy Policy CS15 on open space and green infrastructure states that the council will provide inclusive spaces for residents and visitors and create a greener borough by protecting all existing local spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens. Policy DM6.5 states that development should protect, contribute to and enhance the landscape, biodiversity and growing conditions of the development site and surrounding areas. Developments are required to maximise provision of soft landscaping, including trees, shrubs and other vegetation. Furthermore, developments are required to minimise any impacts on trees, shrubs and other significant vegetation. At the same time any loss of or damage to trees, or adverse effects on their growing conditions, will only be permitted where there are over-riding planning benefits.

#### Loss of trees

- 24.2 The proposed development includes the loss of three trees (category B) which lie to the east in Turnbull House (included within the blue line of the application site). The Council's Tree Officer has no objection in principle to the loss of the trees however he has stated that trees with a similar canopy cover should be re-provided in as close proximity as possible to those being removed.



- 24.3 The applicants did consider whether the eastern boundary of the proposed development could be stepped back (and thus resolve having to remove the trees altogether) however they concluded that this would not be possible as it would severely compromise the floor are and layout of the proposal.
- 24.4 In addition to the replacement trees in the adjacent land at Turnbull House the proposal would also include the replacement of a highway tree at the front of the proposed building and the removal of another highway tree.



**Fig. 31:** Drawing above identifies all existing trees and vegetation in close proximity to the site.

### Landscape strategy

- 24.5 The proposed landscape strategy has two components; one to the front of the site and one to the rear. To the front of the site low planting is proposed, to provide an attractive setting and allow separation between the building and street. This will provide an element of privacy screening and defensible space for the future occupiers of the building. The landscaping at the front of the building will also widen the footpath at the entrances and improve accessibility into the building. To the rear of the site the landscaping strategy proposes incorporating a sensory garden which will be accessed directly from the internal communal area at ground floor level. The sensory garden will be situated under a partially canopied pergola to facilitate year round use. Strategically placed seating and architectural interventions (such as a water feature) are also proposed within this area. The rest of the rear garden will accommodate a variety of carefully chosen planting, 'gathering' space, paving running the entire length to enable full accessibility for all occupiers and storage

space. The single level of the garden and extra wide 1.2 metre paths and turning spaces for wheelchairs will further ensure the garden is fully accessible to all residents of the building.

- 24.6 In terms of rear boundary treatment, the existing rear wall will be retained and repaired where necessary. A trellis will be mounted on top of the wall for climbing plants. Both of these measures will help to protect the privacy of future occupiers of the building.

## **25 Highways and Transportation**

- 25.1 The site has a PTAL rating of 6a (with 6b being the best rating achievable) and is thus considered to have a very good level of public transport accessibility. The site is within walking distance to Essex Road (National Rail) railway station and Angel (northern line) underground station. There are also a number of bus routes (10) in close proximity to the site. There are also walking and cycling routes near the site.

### Pedestrian / Cycle Improvements

- 25.2 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. Cycle parking requirements apply for any new residential/commercial units, and extensions of 100 square metres or more.
- 25.3 Development Management Policy DM8.4 (Walking and cycling), Part D requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. For residential land use, Appendix 6 of the Development Management Policies requires cycle parking to be provided at a rate of 1 space per 1 bedroom.
- 25.4 In terms of cycle parking, in line with policy a total of 14 cycle spaces will be provided which will accord with policy DM8.4. The provision of the cycle parking will be secured by condition.

### Servicing, deliveries and refuse collection

- 25.5 Refuse and recycling facilities would be provided within the boundaries of the site in line with Islington's refuse and recycling storage requirements. Refuse and servicing / delivery would be from the street. Further details will be required by condition.

### Vehicle parking

- 25.6 Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. Development Management Policy DM8.5 (Vehicle parking), Part A (Residential parking) requires new homes to be car free, including the removal of rights for residents to apply for on-street car parking permits.
- 25.7 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking).
- 25.8 Windsor Street is a relatively narrow street ranging between 5.1m and 5.4m wide for the carriageway. The east-west arm of Windsor street has a three space shared

permit holders and pay by phone bay on the north side. The proposal has a requirement for a wheelchair accessible minibus which would need a space of approximately 9.0m long by 2.3m wide. Therefore any disabled bay on the south side (outside of the proposed building) would require the removal of the three space shared permit holders and pay by phone bay on the opposite north side.

- 25.10 Altering of the parking bays and restrictions is subject to local and statutory consultation. The amendment of the traffic orders require a notice to be published and there is a 21 day objection period and any objections to the changes would need to be considered. Any costs incurred in relation to the above would be required in the legal agreement.

#### Construction Traffic

- 25.11 In the event that planning permission is granted, the permission would be subject to a condition requiring the details of construction management to be submitted and approved in writing to the local planning authority in the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development.

#### **26 Planning Obligations, Community Infrastructure Levy and local finance considerations**

- 26.1 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they be (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.
- 26.2 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014. As the development would be phased and the affordable housing is exempt from CIL payments, the payments would be chargeable on implementation of the private housing.
- 26.3 This is an application by the Council and the Council is the determining local planning authority on the application. It is not possible legally to bind the applicant via a S106 legal agreement. It has been agreed that as an alternative to this a letter and memorandum of understanding between the proper officer representing the applicant LBI New Build and Regeneration and the proper officer as the Local Planning Authority will be agreed subject to any approval.
- 26.4 A number of site-specific contributions will be sought, which are not covered by CIL. None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.

- 26.5 The letter and memorandum of understanding (pursuant to section 106/Director's Agreement) will include the contributions listed in Appendix 1 of this report.

## **27 National Planning Policy Framework**

- 27.1 The scheme is considered to accord with the aims of the NPPF and to promote sustainable growth that balances the priorities of economic, social and environmental growth. The NPPF requires local planning authorities to boost significantly the supply of housing and require good design from new development to achieve successful planning and desirable outcomes.

## **28 SUMMARY AND CONCLUSION**

### **28.1 Summary**

- 28.2 The application proposes the demolition of 12 existing garages and the removal of an existing car park and the erection of a 3-storey plus basement building to accommodate 7 self-contained residential units and 4 en-suite bedrooms within a cluster flat arrangement. The building will also house staff accommodation, offices, two additional communal living/kitchen/dining rooms, cycle storage, refuse and a landscaped garden area running the full length of the rear of the building.
- 28.3 The proposal provides good quality supported residential accommodation which is considered to contribute towards delivering mixed and balanced communities. In land use terms, the proposal is considered to meet the objectives of planning policy in accordance with London Plan Policies 2.9, 3.3, 3.9 as well as Islington Core Strategy Policy CS12 and Development Management Policies DM3.8 and 4.12.
- 28.4 The proposed building has a well-articulated and composed façade which is considered to work well as an architectural piece. Samples of material will be required by condition in order to ensure that the development is built out to the highest quality. The proposal is considered to be well-designed, incorporating inclusive design principles, and is in accordance with Policy 7.6 of the London Plan, Policy CS9 of Islington's Core Strategy, and the aims and objectives of Development Management Policy DM2.1 and DM2.3.
- 28.5 The proposal incorporates a generous amount of landscaped garden/amenity space and details of plant and tree species will be required by condition. As such the proposal is considered to provide substantial enhancements to the overall ecological value of the site and is in accordance with Core Strategy Policy CS15 and Development Management Policy DM6.3.
- 28.6 The proposal is not considered to result in an unacceptable impact on neighbouring residential amenity in terms of loss of daylight or sunlight, increased overlooking, loss of privacy, sense of enclosure or safety or security concerns. The development would result in the provision of high quality supported residential accommodation with well-considered internal layouts, good levels of natural light and a good amount of private and communal amenity space.

### **29 Conclusion**

- 29.1 It is recommended that planning permission be granted subject to conditions and Director level agreement securing the heads of terms as set out in Appendix 1 – RECOMMENDATIONS.

## **APPENDIX 1 – RECOMMENDATIONS**

### **RECOMMENDATION A**

That planning permission be granted subject to a Directors' Agreement between Housing and Adult Social Services and Environment and Regeneration or Planning and Development in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management:

- The on-site provision of 11-bedrooms in a supported housing units to be retained as housing in C2 Use Class.
- The repair and re-instatement of the footways and highways adjoining the development including removal of redundant crossovers and repairs to the highway following the build and any modifications to junctions or the highway required to accommodate the mini-bus parking bay. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.

- Facilitation, during the construction phase of the development, of 1 work placements with each placement lasting a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer/ contractor to pay wages (must meet London Living Wage).
- Compliance with the Code of Construction Practice, including a monitoring fee (£2,700) and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). The figure is £37,727.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- The provision of 1 accessible on-street parking bays or contribution of £2,000 towards its provision.
- Removal of eligibility for residents' on-street parking permits for future residents.
- Submission of a draft framework Travel Plan with the planning application, of a draft Travel Plan for Council approval prior to occupation, and of a Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
- Council's legal fees in preparing the Directors Agreement and officer's fees for the preparation, monitoring and implementation of the Directors Agreement.

That, should the Director Level Agreement not be completed prior to the expiry of the planning performance agreement the Service Director, Planning and Development / Head of Service – Development Management may refuse the application on the grounds that the proposed development, in the absence of a Directors' Level Agreement is not acceptable in planning terms.

## RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following:

### List of Conditions:

1	<b>Commencement (Compliance)</b>
	CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.

	REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).
<b>2</b>	<b>Approved plans list (Compliance)</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Design and Access Statement Rev.B</p> <p>Dwg 2264_PL1_001E – Site Location Plan – Existing</p> <p>Dwg 2264_PL1_002 - Existing Section F &amp; Existing Elevations 05</p> <p>Dwg 2264_PL1_003 - Existing Site Sections L &amp; M</p> <p>Dwg 2264_PL1_100E – Proposed Basement &amp; Ground Floor Plans</p> <p>Dwg 2264_PL1_005F – Proposed Ground Floor Site Plan</p> <p>Dwg 2264_PL1_101E – Proposed First &amp; Second Floor Plans</p> <p>Dwg 2264_PL1_102E – Proposed Roof Plan</p> <p>Dwg 2264_PL1_111E – Indicative Furniture Layout and Accessibility 1 of 1</p> <p>Dwg 2264_PL1_110E – Indicative Furniture Layout and Accessibility 1 of 2</p> <p>Dwg 2264_PL1_400G – Proposed Elevations 01 &amp; 02</p> <p>Dwg 2264_PL1_401E – Proposed Elevations 03 &amp; 04</p> <p>Dwg 2264_PL1_402E – Proposed Elevation 05</p> <p>Dwg 2264_PL1_500C – Proposed Sections A &amp; B</p> <p>Dwg 2264_PL1_501C – Proposed Sections C &amp; D</p> <p>Dwg 2264_PL1_502C – Proposed Sections E &amp; F</p> <p>Dwg 2264_PL1_503C – Proposed Sections G &amp; H</p> <p>Dwg 2264_PL1_504C – Proposed Section L</p> <p>Sustainable Design &amp; Construction Statement ref 30146 dated November 2017 and addendum dated January 2018</p> <p>Energy Strategy Report ref 30146 dated 17 August 2017 and addended file note dated 12 January 2017</p> <p>BREEAM Pre-assessment Report ref 30146 dated November 2017</p> <p>Draft Green Performance Plan ref 30146 dated November 2017</p> <p>Arboricultural Impact Assessment Report ref SHA 455 Rev dated 01 August 2017</p> <p>Asbestos Refurbishment and Demolition Survey Report ref J076253 dated 23 June 2015</p> <p>Daylight and sunlight report – ref PR0971-1006 Issue 1a dated 08 September 2017</p> <p>Extended Phase 1 Habitat Survey ref DFCEP 3372 Rev A dated 18 August 2017</p> <p>Flood Risk Assessment ref 880633-R2 (01)-FRA dated August 2017</p> <p>Geotechnical Survey ref J14355 dated March 21015</p> <p>Heritage Statement ref NGR TQ 31941 83770 dated 08 August 2017</p> <p>Planning Statement ref LBI-WIN-PS dated November 2017</p> <p>Statement of Community Involvement dated November 2017</p> <p>Transport Statement ref 11921 dated August 2017</p> <p>Verified Views Methodology Report dated November 2017</p> <p>Archaeological Desk-Based Assessment ref 10629 dated 06 August 2015</p> <p>Health Impact Assessment Screening dated September 2017</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
<b>3</b>	<b>Materials and Samples (Details)</b>
	CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work

	<p>of the relevant phase commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Brickwork(s); Sample panels of proposed brickwork to be used showing the colour, texture and pointing;</li> <li>b) Window details and balconies / balustrades;</li> <li>c) Timber panel cladding;</li> <li>d) Green procurement plan; and</li> <li>e) Any other materials to be used.</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard</p>
<b>4</b>	<b>Retention in a Single Planning Unit</b>
	<p>The accommodation hereby approved shall be retained in a single planning unit and shall not be sub-divided into independent residential units for the purpose of management or sale. The rooms shall not be occupied other than by tenants placed by Islington Housing and Adult Social Services.</p> <p>REASON: To ensure that the facility remains intact for its intended purposes as C2 accommodation.</p>
<b>5</b>	<b>Construction Management Plan</b>
	<p>A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise &amp; vibration and air quality including dust, smoke and odour) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>The CMP shall refer to the LB Islington Code of Practice for Construction Sites, the GLA's SPG on construction dust and the Non Road Mobile Machinery register - <a href="http://nrmm.london/">http://nrmm.london/</a>. As asbestos is noted on site a survey should be submitted referencing the CL:AIRE CAR-SOIL guidance for working with asbestos.</p> <p>REASON: In the interests of residential amenity, highway safety and the free flow of traffic on streets, and to mitigate the impacts of the development.</p>
<b>6</b>	<b>Archaeological Written Scheme of Investigation</b>
	<p>No demolition or development shall take place until a 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, which shall include the statement of significance and research objectives, and</p> <ul style="list-style-type: none"> <li>A. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake agreed works.</li> <li>B. The programme for post-investigation assessment and subsequent analysis,</li> </ul>



	<p>publication &amp; 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 WSI.</p> <p>REASON: To ensure appropriate protection of any archaeological remains.</p>
<b>7</b>	<b>Piling Method Statement (Details)</b>
	<p>CONDITION: No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and methodology by which such piling will be carried out, including measures to minimise 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.</p> <p>Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure.</p>
<b>8</b>	<b>Accessible Homes (Compliance)</b>
	<p>Notwithstanding the Design and Access Statement and plans hereby approved, the 4-bedroom 'cluster' flat at ground floor, together with five further units shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2).</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON – To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs.</p>
<b>9</b>	<b>Solar Photovoltaic Panels</b>
	<p>CONDITION: Further details of the Solar Photovoltaic Panels shown on the approved plans and detailed within the approved Energy Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development hereby approved.</p> <p>The solar photovoltaic panels as approved shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
<b>10</b>	<b>Water Use (Compliance)</b>
	<p>CONDITION: The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.</p> <p>REASON: To ensure the sustainable use of water.</p>
<b>11</b>	<b>Drainage and SUDS</b>
	<p>CONDITION: No development shall take place unless and until a detailed Sustainable Urban Drainage System (SUDS) scheme inclusive of detailed implementation and a maintenance and management plan of the SUDS scheme</p>

	<p>has been submitted to and approved in writing by the Local Planning Authority. Those details shall include:</p> <p>II. a timetable for its implementation, and</p> <p>II. a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.</p> <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed/completed strictly in accordance with the approved details. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a 50% water run off rate reduction.</p> <p>The scheme shall thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
<b>12</b>	<b>Energy Efficiency – CO2 Reduction (Compliance/Details)</b>
	<p>CONDITION: o The energy efficiency measures as outlined within the approved Energy Strategy (and updated by Baily Garner 20/02/2018) which shall provide for no less than a 25.6% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following should be submitted and approved:</p> <p>A revised Energy Strategy, which shall provide for no less than a 33.6% onsite total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2013.</p> <p>The final agreed scheme shall be installed and in operation prior to the first occupation of the relevant phase.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
<b>13</b>	<b>Noise of Fixed Plant</b>
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level <math>L_{Aeq,Tr}</math> arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level <math>L_{AF90, Tbg}</math>. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>

<b>14</b>	<b>Secured by Design Standards</b>
	<p>CONDITION: Prior to superstructure works commencing of the development hereby approved, details of how the development achieves Secured by Design accreditation shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interests of safety and security.</p>
<b>15</b>	<b>Roof-Level Structures (Details)</b>
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts and plant room) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that roof-level structures do not have a harmful impact on the surrounding streetscene or the character &amp; appearance of the area in accordance with policies 3.5, 7.6 and 7.8 of the London Plan 2016, policies CS8 &amp; CS9 of Islington's Core Strategy 2011, and DM2.1 and DM2.3 of Islington's DM Policies 2013.</p>
<b>16</b>	<b>Lighting Plan (Details)</b>
	<p>CONDITON: Full details of the lighting across the site shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the relevant phase of the development hereby approved.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
<b>17</b>	<b>Green/Brown Biodiversity Roofs (Details)</b>
	<p>CONDITION: Prior to any superstructure work commencing on the development details of any biodiversity (green/brown) roofs shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The green/brown roof should:</p> <ul style="list-style-type: none"> <li>a) Be biodiversity based with extensive substrate base (depth 80 -150mm);</li> </ul>

	<p>b) cover at least all of the areas shown in the drawings hereby approved, confirmed by a location plan; and</p> <p>c) Be planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</p> <p>The biodiversity (green/brown) roofs should be maximised across the site and shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roof(s) shall be carried out strictly in accordance with the details as approved, shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats, valuable areas for biodiversity and minimise run-off.</p>
<b>18</b>	<b>Nesting Boxes (Details)</b>
	<p>CONDITIONS: Details of bird and/or bat nesting boxes/bricks (including those suitable for swifts) shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The nesting boxes/bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
<b>19</b>	<b>Landscaping details – general (Details)</b>
	<p>CONDITION: Notwithstanding the submitted detail and the development hereby approved a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) existing and proposed underground services and their relationship to both hard and soft landscaping;</li> <li>b) proposed trees: their location, species, size and section showing rooting area;</li> <li>c) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>d) rain garden with wall climbers;</li> <li>e) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types;</li> <li>f) enclosures and boundary treatment: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and</li> </ul>

	<p>hedges;</p> <p>g) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces;</p> <p>h) inclusive design principles adopted in the landscaped features;</p> <p>i) any other landscaping feature(s) forming part of the scheme.</p> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the relevant phase of the development hereby approved in accordance with the approved planting phase. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity and sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>20</b>	<b>Tree Protection (details)</b>
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until details of the retention and adequate protection of all trees and tree root systems within, bordering and adjacent to the site have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The details shall include a site plan identifying all trees to be retained and removed including the location of Root Protection Area (RPA) and Construction Exclusion Zone (CEZ) and the erection of protective hoarding. Tree protecting fencing shall consist of a rigid 2.4 metre OSB, exterior grade ply high sterling board hoarding or weld mesh. Protection/retention shall be in accordance with BS 5837, 2005 'Trees in Relation to Construction'. Heras fencing in concrete, rubber or similar foot plates is not acceptable as a form of tree root protection.</p> <p>The tree retention and protection shall be carried out strictly in accordance with the details so approved, installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.</p> <p>REASON: To protect the health and stability of trees to be retained on the site and to neighbouring sites, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>21</b>	<b>No Plumbing or Pipes (Compliance/Details)</b>
	<p>CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.</p>

	<p>REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.</p>
<b>22</b>	<b>Refuse/Recycling Provided (Compliance)</b>
	<p>CONDITION: Details of the dedicated refuse / recycling enclosure(s) shown on the approved plans shall be submitted to and approved in writing by Local Planning Authority prior to superstructure works commencing on site.</p> <p>The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details so approved</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
<b>23</b>	<b>Cycle Parking (Details)</b>
	<p>CONDITION: Details of the bicycle storage areas shown on the approved plans shall be submitted to and approved in writing by the Local Planning Authority. The approved bicycle stores shall be provided prior to the first occupation of the relevant phase of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site, to promote sustainable modes of transport and to secure the high quality design of the structures proposed.</p>
<b>24</b>	<b>Lifts (Compliance)</b>
	<p>CONDITION: All lifts hereby approved shall be installed and operational prior to the first occupation of the floorspace hereby approved.</p> <p>REASON: To ensure that inclusive and accessible routes are provided throughout the floorspace at all floors and also accessible routes through the site are provided to ensure no one is excluded from full use and enjoyment of the site.</p>
<b>25</b>	<b>BREEAM UK (Compliance)</b>
	<p>CONDITION: The development shall achieve a BREEAM [Multi-Residential Accommodation (2014)] Rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>

## List of Informatives:

1	<p><b>Planning Obligations Agreement</b></p>
	<p>You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.</p>
2	<p><b>Superstructure</b></p>
	<p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'  A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p><b>Community Infrastructure Levy (CIL) (Granting Consent)</b></p>
	<p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at <a href="mailto:cil@islington.gov.uk">cil@islington.gov.uk</a>. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: <a href="http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil">www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</a></p>
4	<p><b>Car-Free Development</b></p>
	<p>INFORMATIVE: (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people, or other exemption under the Council Parking Policy Statement.</p>
5	<p><b>Groundwater</b></p>
	<p>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.</p> <p>Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing <a href="mailto:wwqriskmanagement@thameswater.co.uk">wwqriskmanagement@thameswater.co.uk</a>. Application forms should be completed on line via <a href="http://www.thameswater.co.uk/wastewaterquality">www.thameswater.co.uk/wastewaterquality</a>.</p>
6	<p><b>Surface Water Drainage</b></p>
	<p>With regard to surface water drainage, it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant ensures that storm flows are attenuated or regulated into the receiving public network through on and off site</p>

	storage.
<b>7</b>	<b>Materials</b>
	INFORMATIVE: In addition to compliance with condition 5 materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
<b>8</b>	<b>Construction Management</b>
	<p>INFORMATIVE: You are advised that condition 5 covers transport and environmental health issues and should include the following information:</p> <ol style="list-style-type: none"> <li>1. identification of construction vehicle routes;</li> <li>2. how construction related traffic would turn into and exit the site;</li> <li>3. details of banksmen to be used during construction works;</li> <li>4. the method of demolition and removal of material from the site;</li> <li>5. the parking of vehicles of site operatives and visitors;</li> <li>6. loading and unloading of plant and materials;</li> <li>7. storage of plant and materials used in constructing the development;</li> <li>8. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;</li> <li>9. wheel washing facilities;</li> <li>10. measures to control the emission of dust and dirt during construction;</li> <li>11. a scheme for recycling/disposing of waste resulting from demolition and construction works;</li> <li>12. noise;</li> <li>12. air quality including dust, smoke and odour;</li> <li>13. vibration; and</li> <li>14. TV reception.</li> </ol>
<b>9</b>	<b>Archaeological Written Scheme of Investigation</b>
	The written scheme of investigation will need to be prepared and implemented by a suitably qualified professionally accredited archaeological practice in accordance with Historic England's Guidelines for Archaeological Projects in Greater London. This condition is exempt from deemed discharge under schedule 6 of The Town and Country Planning (Development Management Procedure) (England) Order 2015.



## **APPENDIX 2: RELEVANT POLICIES**

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

### **National Guidance**

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future

generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

## **Development Plan**

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013. The following policies of the Development Plan are considered relevant to this application:

### **A) The London Plan 2016 as amended - Spatial Development Strategy for Greater London**

#### **1 Context and strategy**

Policy 1.1 Delivering the strategic vision and objectives for London

#### **2 London's places**

Policy 2.18 Green infrastructure: the network of open and green spaces

#### **3 London's people**

Policy 3.1 Ensuring equal life chances for all  
Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.16 Social Infrastructure

#### **5 London's response to climate change**

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy

Policy 5.7 Renewable energy

Policy 5.11 Green roofs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

#### **6 London's transport**

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.12 Road network capacity

#### **7 London's living places and spaces**

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.13 Safety, security and resilience to emergency

Policy 7.15 Reducing noise and enhancing soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

#### **8 Implementation, monitoring and review**

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

### **B) Islington Core Strategy 2011**

#### **Spatial Strategy**

Policy CS8 (Enhancing Islington's Character)

Policy CS15 (Open Space and Green Infrastructure)

#### **Strategic Policies**

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)

Policy CS10 (Sustainable Design)

#### **Infrastructure and Implementation**

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

### C) Development Management Policies June 2013

#### Design and Heritage

**DM2.1** Design

**DM2.2** Inclusive Design

#### Housing

**DM3.1** Mix of housing sizes

**DM3.4** Housing standards

**DM3.5** Private outdoor space

**DM3.6** Play space

**DM3.8** Sheltered housing and care homes

#### Shops, cultures and services

**DM4.12** Social and strategic infrastructure and cultural facilities

#### Health and open space

**DM6.1** Healthy development

**DM6.3** Protecting open space

**DM6.5** Landscaping, trees and biodiversity

**DM6.6** Flood prevention

#### Energy and Environmental Standards

**DM7.1** Sustainable design and construction statements

**DM7.2** Energy efficiency and carbon reduction in minor schemes

**DM7.4** Sustainable design standards

**DM7.5** Heating and cooling

#### Transport

**DM8.1** Movement hierarchy

**DM8.2** Managing transport impacts

**DM8.3** Public transport

**DM8.4** Walking and cycling

**DM8.6** Delivery and servicing for new developments

#### Infrastructure

**DM9.1** Infrastructure

**DM9.2** Planning obligations

**DM9.3** Implementation

#### Designations

The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013:

- Archaeological Priority Area
- Adjacent to Angel Town Centre
- In close proximity to Crossrail2 safeguarding area
- Core Strategy Key Area (Angel & Upper Street)

#### Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

#### **Islington Local Plan**

Environmental Design  
Accessible Housing in Islington  
Inclusive Landscape Design  
Planning Obligations and S106  
Urban Design Guide

#### **London Plan**

Accessible London: Achieving an Inclusive Environment  
Housing  
Sustainable Design & Construction  
Planning for Equality and Diversity in London

#### **APPENDIX 3: Design Review Panel**

**CONFIDENTIAL**

ATT: Souad Akbur  
New Homes Development Manager  
Islington Council  
222 Upper Street  
London  
N1 1XR

Planning Service  
Planning and Development  
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E [Luciana.grave@islington.gov.uk](mailto:Luciana.grave@islington.gov.uk)  
W [www.islington.gov.uk](http://www.islington.gov.uk)  
Our ref: DRP/135  
Date: 29 September 2017

Dear Souad Akbur,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: Windsor Street car park and garages at rear of 8-16 Packington Street, London N1 8QG (planning pre-application ref. Q2017/1801/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 12 September 2017 for a first review of the above scheme. The proposed scheme under consideration is for the construction of part-single, part-three storey building providing 11 supported housing units, 7 of which would be self-contained accommodation (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa, Dorian Crone, Ben Gibson, Judith Loesing and David Leech on 12 September 2017 including a site visit and presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

**Panel's observations**

The Panel welcomed the opportunity to review the scheme and commended the aspirations of delivering much needed supported housing accommodation. However, they were disappointed that there had been no previous engagement with the DRP as this would have given them the opportunity to contribute to the design process at an earlier stage allowing the design team to consider the Panel's views in tandem with the concerns raised by neighbouring residents. They provided the following comments:

**Height, massing and site layout**

The Panel was generally supportive of the proposed height and massing of the building. They felt the proposal was generally well scaled. No objections were raised in relation to the overall height and form of the proposed building.

**Amenity and quality of accommodation**

Panel members praised the design team for their considered approach when developing the site layout and massing in order to protect the amenity of neighbouring properties. They were convinced that there would be no significant detrimental impact on the adjoining properties.

However, the Panel raised concerns that in an attempt to address objections from a few neighbouring properties, the quality of the accommodation of the proposed scheme had been compromised. They understood that studies had been undertaken to ensure that there would be no unacceptable levels of overlooking and that daylight and sunlight into the Packington Street properties would be preserved. However, they questioned whether there had been a comparably thorough analysis of the quality of the units within the proposal.

They thought that given that distances stipulated by policy were being complied with, the design team was being overly cautious in its approach and as a result there was a level of substandard accommodation being provided. Panel members stressed that the combination of north facing units with no private amenity space made it difficult for them to support the scheme.

The Panel suggested that the design team should explore some alternatives to re-arrange the plan to improve the amenity of the proposed units. Panel members questioned, for example, whether the eastern core could be shifted to allow the units to turn into dual aspect, possibly with private amenity space provided to the front elevation.

#### Communal/garden spaces

The Panel also questioned the quality of the ground floor and felt that there were missed opportunities in linking the ground floor plan with the garden spaces. In particular, they highlighted the disabled toilet that blocked the views to the exterior space. They felt the ground floor provided a narrow corridor and an adjoining narrow garden space with a high boundary which potentially compromised the quality of the space's amenity. They were of the opinion that the ground floor should be more open to the garden.

#### Treatment of front elevation

The Panel welcomed the intention of providing passive surveillance to the front. However, highlighted that this should not be at the expense of the quality of the living spaces and the garden amenity.

Panel members were generally supportive of the proposed elevational treatment and felt that the street frontage was appropriately articulated. They thought that the bays, if appropriately detailed, could be an interesting feature. Panel members suggested that the punched openings should be better defined with deep reveals and with cills. They were not convinced that the punched openings worked with the detailing of the bays.

Some panel members felt that the proposed top of the building should be better celebrated and needed to appear more robust. They encouraged the maintenance strategy to be considered in tandem to provide this robust edge and avoid later add-ons at roof level.

#### Materiality and detailing

In term of the materials, the Panel welcomed the proposed use of brick to the main block but questioned the proposed use of timber or GRC for the single storey unit. They stressed that the choice of materials should be determined by their robustness and longevity.

In relation to planting, they felt this could be positive, but that appropriate maintenance needed to be considered.

#### **Summary**

The Panel commended the nature of the brief and welcomed the opportunity to be part of the design development of the scheme but highlighted that it would have been beneficial to have seen the scheme earlier on in the process.

Panel members were supportive of the massing, heights, the relationship with the neighbouring terrace, the efforts to preserve the amenity of neighbours, the proposed use and the materiality generally. However, they felt it was unfortunate that the quality of the much needed accommodation being provided by the scheme would be compromised by a few objections from neighbouring properties when their amenity could still be preserved without detriment to the living standards of the proposed units. The Panel were very positive about the much needed assisted living accommodation provided by the scheme, but highlighted that the scheme should be exemplary in the quality of accommodation provided, particularly given the vulnerable user group. The Panel suggested that in addition to consultation with neighbouring residents, the design should be informed by benchmarking. Suggestions were made in relation to how the plan could be revisited to improve the quality of accommodation. Panel members felt it was important that the design team addressed these issues in order to gain the Panel's full support to the scheme.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification, please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

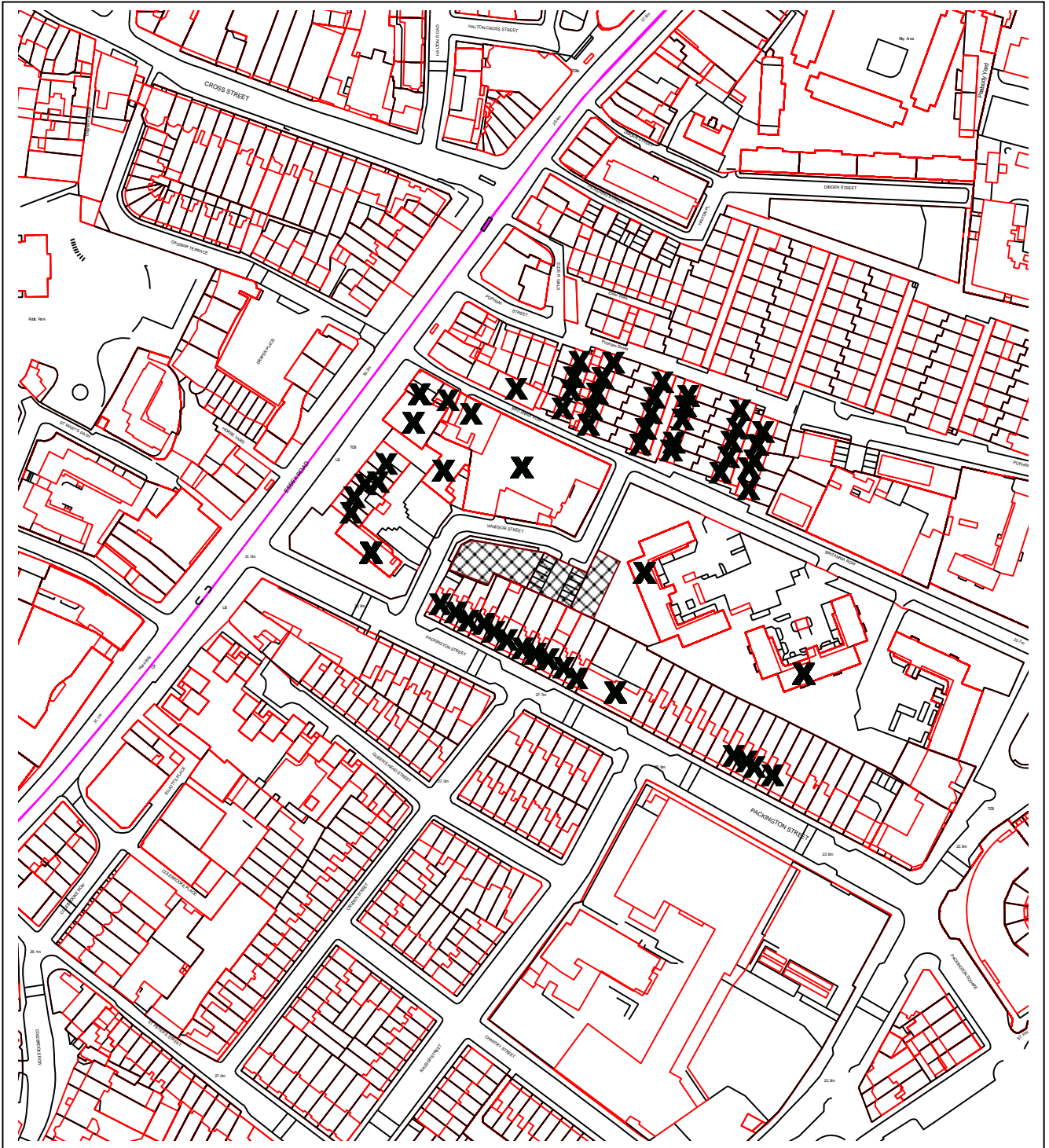
Please note that since the scheme reviewed by the Panel was at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lucy', enclosed within a thin black rectangular border.

**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager

# Islington SE GIS Print Template



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