

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration Department
Town Hall
Upper Street
LONDON N1 1YA

PLANNING COMMITTEE		AGENDA ITEM NO: B4
Date:	7 th November 2017	

Application number	P2017/3081/FUL
Application type	Full Planning Application
Ward	Canonbury
Listed building	opposite Grade II* and II listed buildings
Conservation area	opposite Canonbury Conservation Area
Development Plan Context	Site Allocation OIS3 Employment Growth Area
Licensing Implications	Premises license may be required for ancillary cafe
Site Address	Leroy House, 436 Essex Road, London, N1 3QP
Proposal	Extensions to the existing building, including an additional storey above existing building and part 4-, part 5-storey extension over car park, to provide office, workshop and studio space with an ancillary cafe, together with hard and soft landscaping

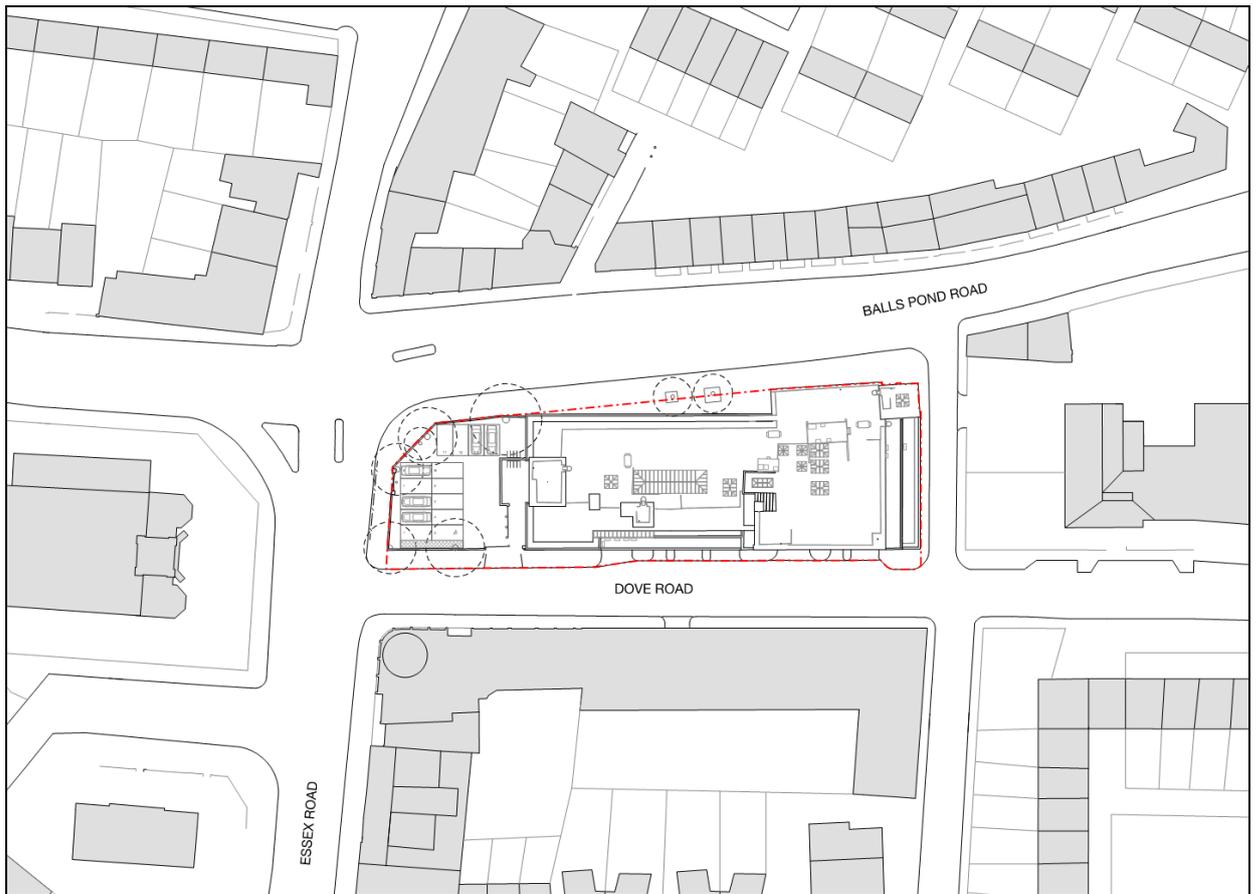
Case Officer	Victor Grayson
Applicant	Workspace 14 Ltd
Agent	Lichfields

1 RECOMMENDATION

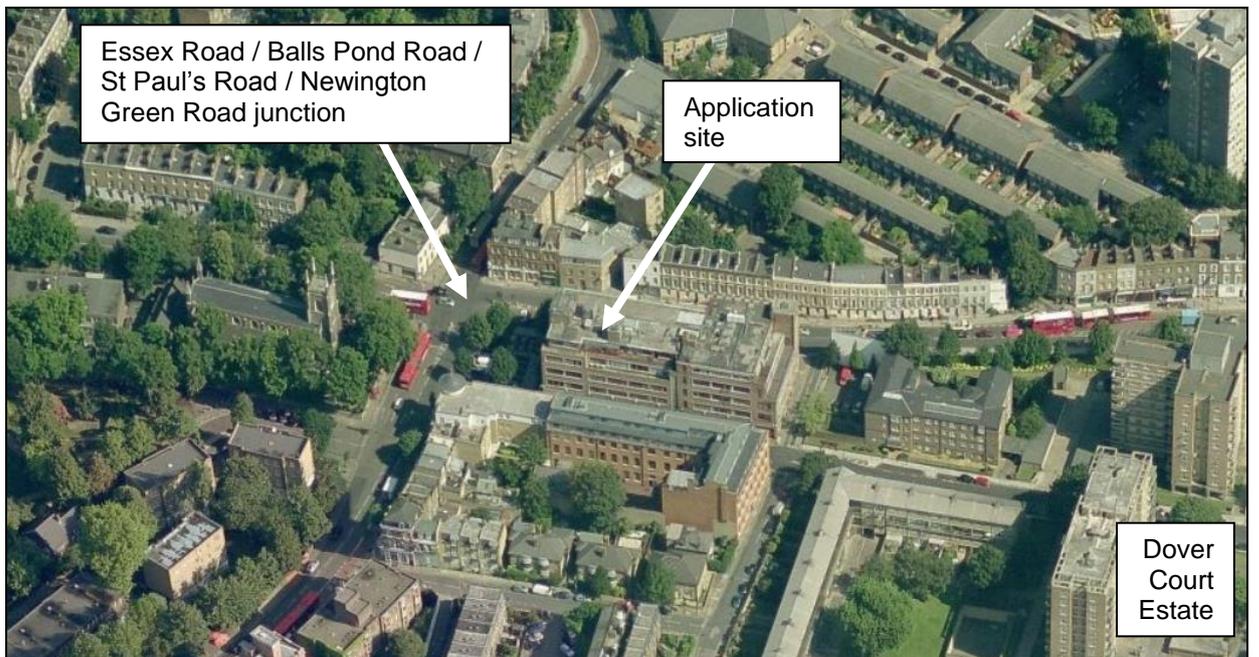
The Committee is asked to resolve to **GRANT** planning permission:

1. subject to the conditions set out in Appendix 1; and
2. conditional upon the prior completion of a 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 (Recommendation A).

2 SITE PLAN (SITE OUTLINED IN RED)



3 PHOTOS OF SITE/STREET



Photograph 1: aerial view of site and surroundings from the south



Photograph 2: existing building (Essex Road elevation)



Photograph 3: existing building (Henshall Street and Dove Road elevations, with St Paul's Church in the background)

4 SUMMARY

- 4.1 This application was submitted following the council's refusal of planning permission for a five-storey extension and additional storey in 2016. The council's reasons for refusal related to design, impacts on heritage assets, and loss of daylight and sunlight

to The Pinnacle and Canonbury Heights. The applicant has appointed a new architect since the previous application was refused.

- 4.2 The application site is 0.2 hectares in size and is currently occupied by a five-storey building in B1 use. The site is within an Employment Growth Area, is adjacent to the Canonbury Conservation Area, and is the subject of Site Allocation OIS3, which allocates the site for refurbishment/intensification for business space to provide improved quality and quantity of spaces for small/medium sized enterprises.
- 4.3 The applicant proposes the erection of a part four-, part five-storey extension at the western end of the site, over the existing car park. Limited excavation of the site is proposed. The car park's six existing trees, which are of limited amenity value, would be felled, and three replacement trees and additional planting is proposed.
- 4.4 An additional storey is also proposed to the existing building, at fifth floor level. This would have glazed and metal-clad elevations.
- 4.5 The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 4.6 The proposal is considered largely acceptable in terms of land use, inclusive design, transportation and servicing, sustainability and energy, subject to conditions and an appropriate Section 106 agreement.
- 4.7 The principle of building on the site's car park is considered acceptable. The proposed extension would have stepped massing, which would help limit its visual impact and would enable it to relate well with its context. Elevations would be of brick, with glazing set in metal frames coloured light bronze.
- 4.8 Noting the statutory duty placed on the council by the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character and appearance of the Canonbury Conservation Area, the proposed development is considered acceptable in design and conservation terms, and in terms of its impact upon the Grade II* listed St Paul's Church opposite. The comments and concerns of Islington's Design Review Panel have been adequately addressed.
- 4.9 The additional storey would cause some harm to the setting of the Grade II listed terrace at 178-190 Balls Pond Road, and this weighs negatively in the balance of planning considerations, however the harm is not considered so great as to warrant refusal of planning permission, particularly given the public benefits of the proposed development.
- 4.10 Objections have been received from neighbouring residents on amenity and other grounds. Adverse impacts upon natural light have been identified in the applicant's daylight and sunlight assessment (particularly in relation to The Pinnacle at 2 Dove Road), and these impacts weigh negatively in the balance of planning considerations, however having regard to the weight to be given to these impacts, it is considered that they are outweighed by the proposed development's benefits. Refusal of permission on these grounds is not recommended.

- 4.11 Appropriate Section 106 Heads of Terms have been agreed with the applicant.
- 4.12 The benefits of the proposed development (including the re-use of previously-developed land, the removal of on-site parking spaces, the provision of new B1 employment floorspace (including space suitable for occupation by micro or small enterprises), the provision of refuse and cycle storage, and surface water run-off improvements) are noted and have been considered in the final balance of planning considerations, along with the shortcomings of the proposed development (the abovementioned neighbour amenity impacts and harm to the setting of an adjacent listed terrace). On balance, it is recommended that planning permission be granted.

5 SITE AND SURROUNDINGS

- 5.1 The application site is bounded by Essex Road, Balls Pond Road, Henshall Street and Dove Road. The part of the site within the ownership of the applicant is 1,830sqm (0.18 hectares) in size, however the *application site* includes the adjacent pavements of Dove Road, and is 2,018sqm (0.2 hectares) in area. The majority of the site is occupied by a five-storey building (Leroy House) which accommodates 6,053sqm GIA (4,013sqm NIA) of B1 floorspace, including ancillary spaces. There is an ancillary car park at the western end of the site.
- 5.2 The existing building was built in three phases – the original building was constructed at the east end of the site in the 1930s, and extensions were added in the 1940s and 1960s. The building has brick facades with grey painted ground floor elevations and large glazed elements in metal frames. The fenestration (including doorways and servicing access doors) are of red painted metal. The building also has a tower element (accommodating a stair core) on the corner of Balls Pond Road and Henshall Street.
- 5.3 To the south of Leroy House is Dove Road, where there are residential buildings of three to five storeys in height. The Pinnacle is a four-storey residential development at the western end of Dove Road at its junction with Essex Road. Flats in the northern elevation of The Pinnacle currently overlook the car park of Leroy House. Further east along Dove Road is Canonbury Heights / Arboretum Court, a residential conversion development.
- 5.4 To the north, on the opposite side of Balls Pond Road, are residential and commercial uses in historic buildings (mainly three storeys in height), including a Grade II listed terrace (178-190 Balls Pond Road).
- 5.5 To the east is a four-storey residential development (Queen Elizabeth Court) with car parking and garden areas. To the west is the Grade II* listed St Paul's Church, now in use as a school.
- 5.6 There are six trees within the application site (surrounding the car park), and there are two street trees on Balls Pond Road.
- 5.7 The Canonbury Conservation Area covers land and buildings to the north, south and west of the application site.

- 5.8 The site is the subject of Site Allocation OIS3, and is within an Employment Growth Area.
- 5.9 The site has a high PTAL score of 6a, and is well served by buses. A dropped kerb on Dove Road provides vehicular access to the site's car park. The car park can accommodate up to 14 vehicles (if double parked). The site is within a Controlled Parking Zone, and is surrounded by double and single yellow lines, bus stops and stands, and parking spaces for permit holders.

6 PROPOSAL (IN DETAIL)

- 6.1 The applicant proposes the erection of a part four-, part five-storey extension to the western end of the site, over the site's ancillary car park. This would bring the building's main entrance close to the corner of Essex Road and Balls Pond Road, and areas of public realm would be added to the pavements of these streets. An additional storey (fifth floor) is also proposed to the existing building, and this would be set in from the edges of the building on all sides, except for along a part of the Dove Street elevation. A plant enclosure, core overrun and photovoltaic panels are proposed above the additional storey.
- 6.2 The proposed extension and additional storey would result in an uplift in B1 floorspace of 2,154sqm GIA (1,698sqm NIA). This floorspace would include an ancillary café proposed at the ground floor of the four/five-storey extension. Refuse and cycle stores, accessed from Dove Road, are proposed at ground floor level within the existing building, and other internal reconfiguration of the existing accommodation is also proposed. External alterations associated with these changes are proposed, and some excavation of the car park is proposed to enable the existing internal ground floor level to be continued across the site.
- 6.3 Six existing trees within the site's car park would be felled to make way for the four/five-storey extension, and three replacement trees are proposed, along with climbing plants to the proposed extension.
- 6.4 Elevations of the extension would be of brick, however large areas of glazing are also proposed. The additional storey would be of glass and metal coloured light bronze. Fenestration would also be metal coloured light bronze.
- 6.5 No on-site car parking is proposed. Space for the parking of 98 cycles, including two for accessible or recumbent cycles, is proposed in the ground floor store. A further six outdoor cycle parking spaces are proposed for visitors outside the proposed main entrance. Shower and changing facilities are proposed adjacent to the cycle store.

7 RELEVANT HISTORY

Planning Applications

- 7.1 25/07/2016 (following resolution made by the Planning Committee on 12/07/2016) – Planning permission refused for a 5-storey extension, 6-storey Balls Pond Road

entrance projection and roof level extensions to the existing building with external terraces to provide office, workshop and studio spaces (use class B1) with an ancillary café, refurbishment of existing building, internal cycle parking, and associated hard and soft landscaping including tree planting on Essex Road and pavement improvement works to Dove Road. Ref: P2015/2652/FUL.



Image 1: Previously-proposed (and refused) scheme

7.2 The council's reasons for refusal were:

- 1) The proposed development, by reason of the size, height, bulk, scale and poor quality of design (including the external structural elements, roof top plant, the external appearance and poor relationship between the existing and new built form) would represent an incongruous and visually intrusive form of development which would be harmful to the character and appearance of the original building, and to the character and appearance of the street scene and the surrounding area, the proposal also fails to provide a high quality design appropriate to the site's prominent location at the junction of the busy Essex and Balls Pond Roads, and is contrary to London Plan (2015) policy 7.6, Islington's Core Strategy (2011) policy CS9, Islington's Development Management Policies (2013) policy DM2.1, Islington's Local Plan Site Allocations (2013) Site OI3, and the Islington Urban Design Guide SPD. The benefits of the scheme are not considered to outweigh this harm.
- 2) The proposed development by reason of its bulk, scale, design and proximity to St Paul's Church (Grade II*) and other Grade II listed buildings on Balls Pond Road, would result in an overly dominant feature that is harmful to the setting of the Grade II and Grade II* listed buildings and their special interest and the setting of Canonbury Conservation area and failing to be sympathetic in form and scale to the local identity. The harm is not outweighed by public benefits and as such the development is contrary to London Plan (2015) policy 7.8, Islington's Core Strategy (2011) policy CS9, Islington's Development

Management Policies (2013) policy DM2.3, Islington's Local Plan Site Allocations (2013) Site OI3, and the Islington Urban Design Guide SPD.

- 3) The proposed extensions to the building by virtue of the excessive height and positioning would result in substantial loss of daylight, sunlight to the windows of dwellings in Canonbury Heights and The Pinnacles and as such would unacceptably harm the amenities of residents of these dwellings. This harm makes the proposal contrary to policy 7.6 of the London Plan (2011), policy DM2.1 of the Development Management Policies (2013) as well as BRE 'Site layout planning for daylight and sunlight: a guide to good practice'. The benefits of the scheme are not considered to outweigh this harm.

- 7.3 The applicant did not lodge an appeal against the council's refusal of planning permission.
- 7.4 Much of the site's other planning history relates to the installation of telecommunications equipment and advertising. Aside from the telecommunication and advert related applications, the site has the following planning history:
- 7.5 24/05/2012 – Planning permission refused for the change of use of a ground floor unit (Unit M) from office (B1 use class) to Parent and Child Group and Play Group (D1 use class). Ref: P120741.
- 7.6 30/10/2001 – Planning permission granted for the retention of existing mini-cab control office. Ref: P011484.
- 7.7 25/10/1999 – Planning permission refused for the change of use of part of ground floor to an A3 use. Ref: 990550.
- 7.8 03/03/1999 – Planning permission granted for the installation of a glazed canopy to front entrance. Ref: 990070.
- 7.9 01/11/1996 – Planning permission granted for the change of use of part of the ground floor units GP, GM and GJ to shop (A1) or (A2) purposes. Ref: 961157.
- 7.10 01/09/1994 – Planning permission granted for a new porch and access ramp to front entrance. Ref: 940502.
- 7.11 18/01/1993 – Planning permission granted for approved a change of use to a motorcycle repair workshop including the conducting of MOT tests and the sale of accessories. Ref: 921258
- 7.12 25/11/1991 – Planning permission granted for a change of use of one unit (unit 2N) to a cafe. Ref: 910616.

Enforcement

- 7.13 No relevant history.

Pre-application Advice

- 7.14 Following the refusal of planning permission in 2016, the applicant appointed a new architect and planning consultant, and commenced pre-application discussions with officers. No pre-application advice letter was issued, however verbal and email advice was provided by officers. The main points of that advice were:
- Proposal is policy-compliant in terms of land use.
 - Extension to western end of the site would be of an appropriate scale and design.
 - Development on the site's car park is acceptable – this space had previously been occupied by buildings, and the extension would continue the building line of Essex Road, framing and emphasising the church and its greenery. However, given that the development would cover the last part of the site that may have otherwise been available for ground-level soft landscaping, biodiversity improvements and sustainable urban drainage solutions, forthcoming development will be expected to deliver sustainability improvements here or elsewhere on site, in the form of green and blue roofs, bird/bat boxes, log piles for invertebrates, and possibly green walls.
 - Materials and strong vertical emphasis to elevations are appropriate.
 - Subject to details, the proposed additional storey is acceptable in design terms.
 - Proposal would not unduly compete with the church opposite.
 - Proposed loss of parking spaces welcomed.
 - Site's existing six trees are not protected and have defects. Their loss is acceptable given that three replacement trees and a planter are proposed.
 - Green roofs will need to comply with guidance in Islington's Environmental Design SPD.
 - Proposed blue roofs are welcomed. Applicant should not simply work to the 50l/s/ha figure set out in Development Management Policy DM6.6 – this is a maximum figure, and applicant should endeavour to get as close as possible to a greenfield run-off rate of 8l/s/ha for the four/five-storey extension.
 - Proposal presents an opportunity to improve surface water run-off from the site, and to secure other environmental improvements to the existing building.
 - If the building's existing, unsightly antennae are lawful, their removal as part of the proposal would be welcomed.
 - Proposed effective widening of pavements at the western end of the site is welcomed.
 - Daylight and sunlight assessment should clarify what room size assumptions were made in relation to neighbouring properties.
- 7.15 The applicant team additionally presented their emerging proposals to the Members' Pre-Application Forum on 24/07/2017.

8 CONSULTATION

Public Consultation

- 8.1 Letters were sent to occupants of 435 adjoining and nearby properties on Ball's Pond Road, Baxter Road, Bingham Street, Dove Road, Essex Road, Henshall Street, Marquess Road, Mildmay Street, Newington Green Road, Shuna Walk, St Paul's Road, Taransay Walk, Wakeham Street and Woodford Mews. A site notice and press advertisement were displayed on 24/08/2017. The public consultation period expired on 14/09/2017, however it is the council's practice to continue to consider representations made up until the date of a decision.
- 8.2 Objections to the proposed development from a total of seven unique addresses (four from residents of The Pinnacle (2 Dove Road), two from residents of Newington Green Road, and one from a resident of St Paul's Road) have been received from the public with regard to the application following the council's consultation.
- 8.3 The issues raised following the council's initial consultation can be summarised as follows (paragraph numbers refer to where the matter is addressed in this report):
- Overdevelopment of site (**paragraph 10.25**).
 - Loss of open space from corner site at junction. Islington has the least or one of the lowest amounts of open space in any London borough and promotes retention of open spaces. 100% of the existing open space (currently a car park with trees) would be covered. Space should be retained as a garden for Leroy House employees and the local area (**paragraphs 10.17 and 10.119**).
 - Loss of trees, not all of which would be replaced (**paragraph 10.153**).
 - Four/five-storey extension is grossly over scaled. Mass and bulk would tower over junction. Extension would meet the site boundary and not be set back from pavement as the church opposite is – this would fundamentally change the character of the junction. Other developments of a similar size and stature are setback from the boundary, allowing them to not dominate and tower over the pavement. Proposal would crowd the pavement and enclose the junction. Masonry tower would fill all the space at this site, and would dominate skyline. Claustrophobic and inhospitable urban space would be created. Vertical façade should not be allowed so close to Essex Road – halfway across the car park (with green space, seating and a fountain or sculpture in front) should be the maximum allowed. Massing should be stepped from second storey upwards to prevent encroachment into urban space and restriction of sight lines in neighbouring streets (**paragraphs 10.17 to 10.23**).
 - Side extension is ugly (**paragraphs 10.35 to 10.36**).
 - Proposed building out of character with area (**paragraphs 10.21, 10.24, 10.33, 10.46 and 10.48 to 10.49**).
 - Current entrance and west elevation is an iconic, well-known and respected façade, should not be lost, and should be listed. Building name signage should remain in its current position (**paragraph 10.29**).
 - Adverse impact upon conservation area and Grade II* listed St Paul's Church. Impact of church (a historic landmark) would be diminished, when it should remain the dominant building of the junction (**paragraphs 10.21 to 10.22, 10.24 and 10.46 to 10.49**).

- Objection to loss of trees which are maturing, provide shade and habitats, green the urban environment, provide environmental softening to a very harsh, traffic-congested area, and are part of the character of the junction (**paragraph 10.153**).
- Impact on neighbouring quality of life (**paragraphs 10.111 to 10.114**).
- Loss of daylight to neighbouring properties. Flat 8, The Pinnacle, is already overshadowed by Leroy House and is north-facing. Most residents already have to use artificial light during daylight hours. Loss of light to church frontage and school playground (**paragraphs 10.72 to 10.89**).
- Impact on Right to Light (**paragraph 10.90**).
- Loss of public views at the junction (**paragraph 10.21**).
- Increased air pollution in a location where air quality is already bad (**paragraphs 10.194 to 10.195**).
- Area is very residential, and any approval should restrict hours of building works to avoid early mornings, weekends and evenings (**paragraph 10.110**).
- Adjacent property would be devalued (**paragraph 10.210**).
- Café would be a threat to local businesses, as there are already 3 cafes within 50m of the site, and many restaurants and cafes within walking distance (**paragraph 10.125**).
- Need for additional workspace is questionable, given that there are vacant units at Leroy House (**paragraph 10.123**).

8.4 A petition with 61 signatories was submitted by S&K Leathersgoods and Fittings Ltd of Unit B, ground floor, Leroy House. Most signatories were staff of businesses currently occupying units in Leroy House. The petition pages did not set out detailed objections, but simply stated that a five-storey extension was objected to. The points raised in the covering letter dated 12/09/2017 are summarised as follows (paragraph numbers refer to where the matter is addressed in this report):

- Application is an opportunistic bid for capitalist gain (**paragraphs 7.14 and 10.118**).
- Proposal, by reason of its size, design, height and massing, does not respect the local context or street pattern, or the scale and proportions of surrounding buildings, and would be entirely out of character for the area, to the detriment of the local environment (**paragraphs 10.21, 10.24, 10.33, 10.46 and 10.48 to 10.49**).
- Area is residential, and is not an industrial zone (**paragraphs 10.105 and 10.110**).
- Objection to loss of Units B and S, ground floor, Leroy House, and other units. Potential for businesses to fold, resulting in losses of jobs and income. Approximately 20 tenants would be forced to vacate and find alternative premises (**paragraph 10.124**).
- Disruption to bus movements (Arriva have two ground floor units at Leroy House for staff breaks, and buses are currently parked in allocated bus stands) and buses turning from Balls Pond Road into Essex Road (**paragraph 10.172**).
- Objection to loss of parking spaces for tenants, visitors and disabled people, and increased parking space shortage in the area (**paragraph 10.169**).
- Congestion and increased traffic during building works (**paragraph 10.176**).
- Disruption to residents and existing tenants in terms of noise, dust, pollution, building access, deliveries and servicing, and customer visits (**paragraphs 10.106 and 10.109 to 10.110**).

- Impacts upon residents in terms of obstructed light and views (**paragraphs 10.21 and 10.72 to 10.89**).

- 8.5 Councillor Nick Wayne (Member for Canonbury Ward) expressed support for the application in principle, noting that the proposal would create jobs and boost the local economy in Canonbury, would make better use of an industrial building, and would remove existing parking spaces and replace them with cycle parking in accordance with the council's transport policy. The development would put pressure on local infrastructure, some visitors to the businesses in the development would drive (increasing congestion and demand for local parking spaces), and disruption would be caused while construction takes place – none of these are valid reasons to prevent development, but the consequences to local residents of this significant development are noted. No comment regarding design of the proposal and potential impacts upon neighbouring amenity.
- 8.6 In addition, comments were received from four representatives of Islington Swifts and Hackney Swifts, noting that swifts are listed on the RSPB amber list due to declining numbers caused primarily by the loss of roosting sites in urban areas, that swifts roost in the area surrounding the application site, and that swifts would potentially roost in the site's building if given the opportunity. Integrated swift roosting bricks should be conditioned for installation at or close to roof level to support swifts, improve local biodiversity, and comply with the council's Biodiversity and Action Plan 2010.
- 8.7 Further comments will be reported verbally to the Planning Committee, should any be received.

Design Review Panel

- 8.8 Islington's Design Review Panel (DRP) considered the proposals at pre-application stage on 11/05/2017. The DRP provides expert impartial design advice following the 10 key principles of design review established by the Design Council CABE. The DRP's written observations of 01/06/2017 are attached at Appendix 3 of this report, and are summarised as follows:
- Generally commended the carefully-considered approach and the architectural approach to the four/five-storey extension, but fundamental differences needed to be resolved regarding potential overdevelopment of the site and impact on context.
 - Existing open space currently provides a comfortable and potentially attractive urban square.
 - More thought should be given to the historic role played by the space (car park) as an entrance in relation to the urban grain and as part of the setting of the church – this might generate ideas for the future use of the space. Car park has the potential to be a good open space, which would be more desirable (than development) in terms of urban design.
 - Concern expressed regarding extension bringing building line up to pavement, creating a significantly different dialogue with St Paul's Church than currently exists.
 - Idea of creating a gateway by giving the extension a civic identity, mirroring the prominence of the church, is not appropriate and is misleading about the

building's function. An office building should not echo a church in terms of its form, and the church should not be a reference for the expression of the extension.

- More work needed regarding the massing and articulation of the extension.
- Side extension is not successful where it meets the ground, with limited open space and a mean street entrance (considering the large numbers of daily users).
- Queried extension's very strong vertical emphasis combined with large areas of blank brickwork which gives it a civic/ecclesiastical character.
- Meeting point of extension with existing building is critical, and more detail of this is needed.
- Additional storey appears generic and needs to feel more connected with the existing building, rather than simply implying the transparency and anonymity of a glass box. Concerns also raised regarding additional storey's massing, which could be less aggressive.
- Clarity requested regarding visibility of roof plant.
- Scheme should return to the DRP for a second review.

Applicant's Consultation

- 8.9 The applicant held pre-application public consultation events at Leroy House on 19 and 22/05/2017, with both events lasting three hours. As detailed at page 31 of the applicant's Design and Access Statement and in the submitted Statement of Community Involvement, invitation flyers and letters were distributed in advance to 906 properties in the surrounding area, including existing Leroy House tenants. Ward councillors, Emily Thornberry MP, and the Canonbury Society were personally invited. Over 70 people – including Cllr Wayne, Cllr Jeapes and representatives of the St Paul's Steiner School – attended the consultation events.
- 8.10 The applicant's Statement of Community Involvement (SCI) states that, at pre-application stage, 10 written responses were received – six expressing full support, three expressing support with comments, and one expressing objections to the proposed development. Positive comments related to the proposed design, bicycle storage space and café. Respondents concerned with how the proposed development could be improved referred to the proposed loss of trees, daylight and sunlight impacts, green roofs, double glazing (requested), and accessible roof areas (requested). Details of the written objection were not set out in the SCI.

External Consultees

- 8.11 Historic England (commented 07/09/2017) – Proposal is an improvement on the 2015 scheme. No concerns regarding the setting of the neighbouring Grade II* listed St Paul's Church or the Canonbury Conservation Area. The application should be determined in accordance with national and local policy and guidance, and on the basis of the council's specialist conservation advice.
- 8.12 Metropolitan Police – Designing Out Crime Officer (commented 13/09/2017) – Applicant states that security measures following Secured by Design guidelines have been considered, however the proposed measures are vague in description and fall far short of what would be recommended. Detailed generic advice provided regarding

British Standards and security measures, including in relation to doors, windows, gates, lobbies, balconies and terraces, parking, refuse and cycle stores, external lighting and alarm systems.

- 8.13 Thames Water (commented 21/08/2017) – Recommend condition (28) requiring details of a piling method statement. Developer is responsible for making proper provision for surface water drainage. Applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on- or off-site storage. Prior approval of Thames Water will be required where surface water discharge to a public sewer is proposed. Detailed drawings required to ascertain whether agreement from Thames Water is needed regarding building over or near to pipes owned by Thames Water. No objection in relation to sewerage and water infrastructure capacity. Informative recommended regarding water pressure.

Internal Consultees

- 8.14 Design and Conservation Officer (commented 19/09/2017) – Although the site is not within the Canonbury Conservation Area it is surrounded by it. The Grade II* listed St Paul's Church stands to the west, and 178-190 Balls Pond Road are Grade II listed. The proposed development has been informed by three pre-application meetings and design workshops and a review by Islington's Design Review Panel (DRP).
- 8.15 Significant improvements to the proposals have been negotiated, including an increased area of public realm (by replacing the internal reception area with an open canopy of less volume), an additional tree, greening of the building with climbing plants, bronze colour detailing, and improved detailing to the additional storey. The applicant team has successfully responded to the comments of officers and the DRP.
- 8.16 The four/five-storey extension is a high quality piece of contemporary architecture comprised of successfully broken-up massing resulting in a pleasing play of forms. The extension would successfully join to the existing building while also remaining visually distinct. The material palette of a pale cream brick and bronze metal windows is a high quality contextual response. The extension would have a neutral impact on the significance of the surrounding heritage assets.
- 8.17 The additional storey would be a sizeable additional storey to an already notably large building. Although well designed and detailed it would cause some (less than substantial) harm to the existing building, the Canonbury Conservation Area, and the setting of 178-190 Balls Pond Road by virtue of its scale. Ideally the additional storey should be further set back to reduce its visual impact. This harm, however, should be weighed against the public benefit of the proposed public realm improvements and increase in office floorspace.
- 8.18 Energy Conservation Officer (commented 05/10/2017) – Applicant should demonstrate that the proposal provides one external point of connection enabling heat and hot water supply from a future decentralised energy system, and a protected pipe route from the site boundary to this point. Condition should be applied requiring an exploration of the feasibility of expanding the solar photovoltaic array and structural load on the building's roof.

- 8.19 In earlier comments the Energy Conservation Officer noted that the proposed reduction in regulated carbon dioxide emissions would exceed the 35% (against 2013 Building Regulations) target set out in the London Plan, and that the proposed reduction in total carbon dioxide emissions would exceed the 27% (against 2013 Building Regulations) target set out in Islington's policies. Outstanding carbon dioxide emissions would need to be offset with at payment of £47,012. Proposed BREEAM "Excellent" noted. Airtightness levels would be achieved as recommended in the Environmental Design SPD. Applicant's Thermal Modelling shows many areas of the development would be at risk of overheating if only reliant on openable windows. The applicant has demonstrated that the full range of measures in the cooling hierarchy have been explored before specifying Variable Refrigerant Flow active cooling. Existing building's gas boilers do not have sufficient spare capacity to serve the proposed extensions. There are no planned or existing District Energy Networks within 500m of the application site, therefore there is no requirement to submit a connection feasibility study. The applicant has demonstrated that a Shared Heat Network with the new build works at the Dover Court Estate is not feasible. The applicant has provided monthly heat load data demonstrating that on-site Combined Heat and Power or Combined Cooling, Heat and Power would not be technically viable. A revised draft Green Performance Plan has been submitted which includes measurable performance targets for water, electricity and gas usage.
- 8.20 Pollution Team, Public Protection (commented 24/08/2017) – All of Islington is an Air Quality Management Area and the site is at a busy road junction. Given that the building's occupiers may be at the site for an eight- or ten-hour working day, it would be prudent to consider the impacts of the proposed development against the annual mean objective, which is more onerous than the hourly mean. Given the applicant's own findings, a condition (9) is recommended, requiring details of measures to minimise the development's future occupiers' exposure to air pollution.

9 RELEVANT POLICIES

- 9.1 Details of all relevant policies and guidance notes are attached in Appendix 2. This report considers the proposal against the following Development Plan documents:

National Policy and Guidance

- 9.2 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.
- 9.3 Since March 2014 Planning Practice Guidance for England has been published online.

Development Plan

- 9.4 The Development Plan comprises the London Plan 2016 (incorporating Minor Alterations), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development

Plan that are considered relevant to this application are listed at Appendix 2 to this report.

Designations

9.5 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 OIS3
- Employment Growth Area

9.6 The site is immediately adjacent to the Canonbury Conservation Area.

Supplementary Planning Guidance (SPG) / Document (SPD)

9.7 The SPGs and SPDs which are considered relevant are listed in Appendix 2.

10 ASSESSMENT

10.1 The main issues arising from this proposal relate to:

- Design and conservation (previous reasons for refusal 1 and 2)
- Neighbour amenity (previous reasons for refusal 3)
- Land use
- Inclusive design
- Financial viability
- Sustainability, energy efficiency and renewable energy
- Highways and transportation
- Servicing
- Fire safety
- Contaminated land and air quality
- Planning obligations

Design and conservation

10.2 The National Planning Policy Framework confirms that the Government attaches great importance to the design of the built environment, and notes that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Planning policies relevant to design and conservation are set out in chapter 7 of the London Plan. Policies CS8, CS9 and CS10 in Islington's Core Strategy, and policies in chapter 2 of Islington's Development Management Policies, are also relevant. Historic England's Historic Environment Good Practice Advice in Planning Note 3 (The Setting of Heritage Assets), the council's Urban Design Guide SPD, and the Mayor of London's Character and Context SPG are also relevant to the consideration of the current application.

10.3 Although the application site is just outside the Canonbury Conservation Area, the site is surrounded on three sides by the conservation area, and the relevant Conservation Area Design Guidelines (CADG) are a material consideration.

10.4 The first reason for refusal in the council's decision of 25/07/2016 referred to that development's:

- size, height, bulk and scale;
- poor quality of design (including the external structural elements, roof top plant, the external appearance and poor relationship between the existing and new built form);
- incongruous and visually intrusive form of development;
- harm to the character and appearance of the original building, and to the character and appearance of the street scene and the surrounding area; and
- failure to provide a high quality design appropriate to the site's prominent location at the junction of the busy Essex Road and Balls Pond Road.

10.5 The council's second reason for refusal referred to that development's:

- bulk, scale, design and proximity to St Paul's Church (Grade II*) and other Grade II listed buildings on Balls Pond Road;
- overdominance, harmful to the setting of the Grade II and Grade II* listed buildings and their special interest;
- overdominance, harmful to the setting of Canonbury Conservation Area; and
- failure to be sympathetic in form and scale to the local identity.

10.6 The second reason for refusal also noted that the identified harm was not outweighed by the development's public benefits.

10.7 The applicant has appointed a new architect since the previous application was refused.

Site and surroundings

10.8 The site's existing building is described at paragraphs 5.1 and 5.2 of this report.

10.9 The existing building is large for its context, and – due to its size and design – is not typical or characteristic of development in the surrounding area or in the Canonbury Conservation Area. It is, however, a relatively good example of its type, and it is of some architectural interest. It currently makes a neutral contribution to the significance of the adjacent conservation area.

10.10 The context of this island site must be noted. Surrounded by streets on all sides, the site is bounded by Essex Road, Balls Pond Road, Dove Road and Henshall Street. Many buildings immediately opposite the site meet the back of the pavement, or come close to it, and this provides enclosure and definition to the surrounding streets. There is, however, a garden and car park within the grounds of Queen Elizabeth Court to the east, and to the southeast of the site are gardens in the grounds of Westcliff House. There is a continuous built frontage on the east side of Essex Road, interrupted only by side streets and the undeveloped space at the west end of the application site. The north sides of Balls Pond Road and St Paul's Road also have relatively uninterrupted, continuous built frontages. This arrangement of massing provides enclosure and definition to the grounds of St Paul's Church, the adjacent open space, and the

grounds of Marquess House. Several large trees (many protected by a Tree Preservation Order) exist in these spaces.

10.11 Building heights surrounding the application site are modest. To the north, terraced properties are 3 storeys in height, with an additional attic storey at 194-200 Balls Pond Road at the corner of Newington Green Road. To the east, 231 Balls Pond Road rises to 3 storeys (including an attic storey), while Queen Elizabeth Court and Westcliff House rise to 4 storeys. To the south, Canonbury Heights / Arboretum Court is a 5-storey building where the first 3 (and original) storeys of this converted building meet the back of the pavement, and 2 later, additional storeys are set back from the building's principal elevations. The Pinnacle is a residential block on the corner of Essex Road and Dove Road, and rises to 4 storeys. To the west, St Paul's Church rises to approximately 29m above pavement level. To the northeast, properties on the north side of St Paul's Road are 1, 2 and 3 storeys in height.

10.12 Buildings surrounding the application site are of a variety of designs and ages, although most buildings to the north and west date from the 19th century, and typically have brick elevations with stone/stucco dressings. To the west and southwest are 20th century, medium-rise blocks of flats with brick elevations, and taller buildings within the Dover Court Estate. Canonbury Heights / Arboretum Court is a converted, former industrial building erected in 1912, and has red brick elevations facing the application site, while The Pinnacle is a purpose-built residential block with yellow stock brick and white rendered elevations.

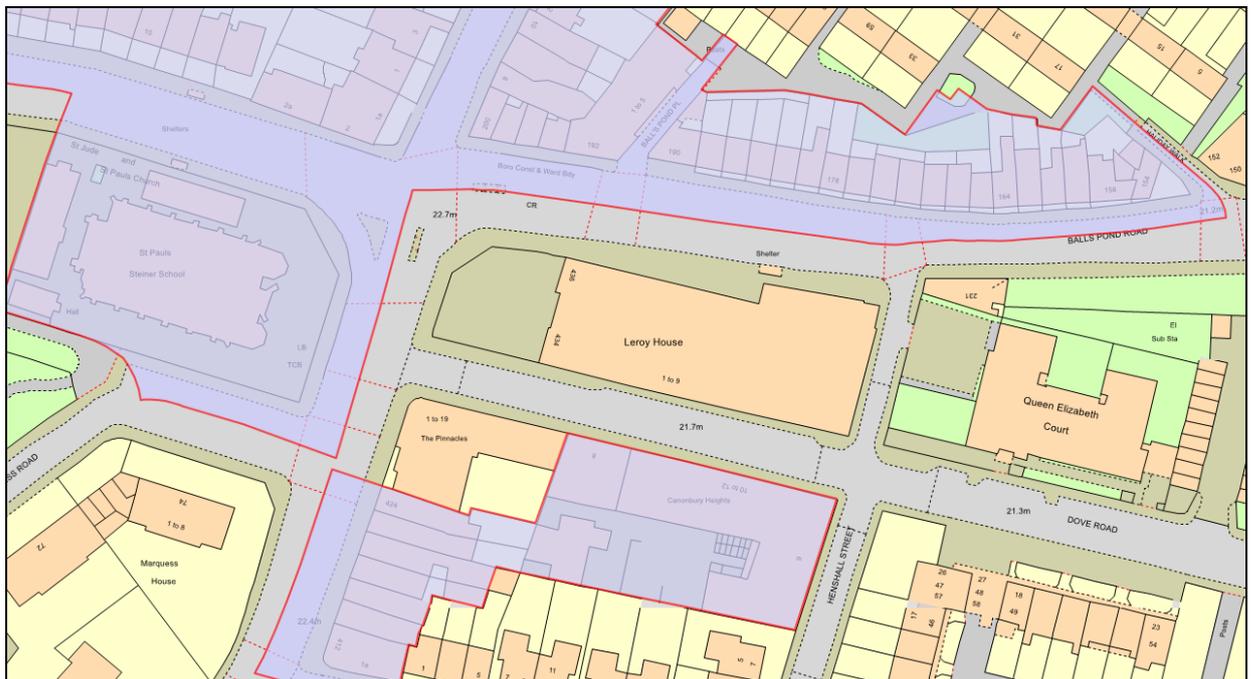


Image 2: Canonbury Conservation Area (shaded lilac), with application site in the centre

10.13 The application site is within a relatively sensitive location in terms of heritage assets. As illustrated in the plan above, the Canonbury Conservation Area covers land and buildings to the north and west of the application site, and there is also a detached enclave of the conservation area (covering Canonbury Heights / Arboretum Court and other buildings) to the south. Listed buildings close to the site include the Grade II*

listed St Paul's Church (designed by Sir Charles Barry, and dated 1826-8), and the Grade II listed terrace at 178-190 Balls Pond Road (dated c.1840). 412-424 Essex Road and 1 Wakeham Street are locally-listed. Canonbury Heights / Arboretum Court is an undesignated heritage asset, and was formerly the Canonbury Works, occupied by the tin box manufacturers Jahncke Ltd. All these buildings make a positive contribution to the character and appearance of the conservation area.

Building line, height and massing

- 10.14 London Plan policy 7.4 states that development should have regard to the scale, mass and orientation of surrounding buildings, and that buildings should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. London Plan policy 7.6 states that buildings should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should not cause unacceptable harm to the amenity of surrounding land and buildings. The Mayor of London's Character and Context SPG notes at paragraph 7.26 that "the key or essential characteristics of a place provide an important reference point against which change can be assessed or as a 'hook' for site planning and design".
- 10.15 At the local level, policy CS9 of Islington's Core Strategy sets out an aim for new buildings to be sympathetic in scale and appearance and to be complementary to local identity. Policy DM2.1 of Islington's Development Management Policies requires development to be based upon an understanding and evaluation of an area's defining characteristics, confirms that acceptable development will be required to respect and respond positively to existing buildings, and sets out a list of elements of a site and its surroundings that must be successfully addressed – this list includes urban form including building lines, heights and massing.
- 10.16 Paragraph 8.8 of the CADG for the Canonbury Conservation Area states that new buildings should conform to the height, scale and proportions of existing buildings in the immediate area.
- 10.17 As noted above, there is a continuous built frontage on the east side of Essex Road, and this – together with the built frontage on the north side of Balls Pond Road and St Paul's Road – encloses and defines (and frames and emphasises) St Paul's Church and its surrounding greenery. Also of note, the part of the application site that is currently undeveloped and is in use as a car park, was not historically open space. Historic maps and photographs confirm that buildings stood in this location, meeting the back of the pavement until as recently as the 1950s or 60s. This would suggest that the principle of building on the site's car park (which, with reference to the NPPF, must be regarded as previously-developed brownfield land) can be accepted, and although objections have been raised (by Islington's Design Review Panel and some neighbouring occupants) regarding the loss of this undeveloped space, officers are of the view that the townscape benefits of restoring definition, enclosure, a continued building line and an active frontage to this side of Essex Road would, together with the development's other planning benefits, outweigh any harm that would be caused by the loss of this space.

10.18 The proposed four/five-storey extension would not completely fill the currently undeveloped part of the application site, and would in fact add approximately 90sqm to the public realm. This has been achieved through amendments made at pre-application stage, after Islington's DRP considered the proposals. Of note, the previously-proposed enclosed entrance structure was deleted (a canopy is now proposed), which enabled a larger outdoor space to be provided directly outside the entrance. With a 4.5m deep pavement now proposed at the centre of the extension's most westerly elevation, officers consider that adequate space is proposed where the extension would meet the ground, and that the DRP's concerns have been addressed.

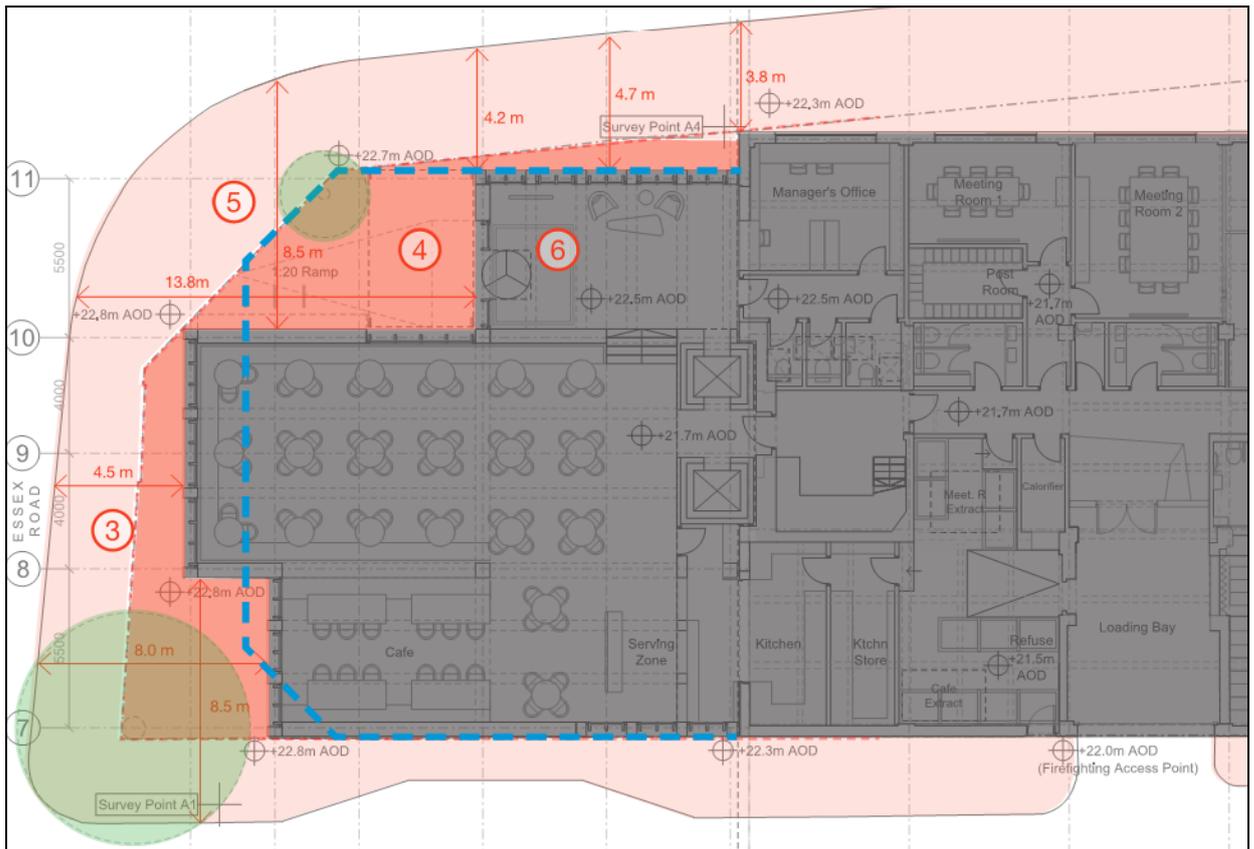


Image 3: Public realm at west end of site – light pink denotes existing pavements, dark pink denotes land within the application site to be added to the public realm, grey indicates the proposed building footprint, and blue dashed line indicates the footprint of the previous (refused) proposal.

10.19 Although some longer views of the site also take in taller buildings to the east (at the Dover Court Estate and adjacent to Dalston Junction station), given the heights of buildings closer to the application site, excessive height at the application site would not be appropriate. Furthermore, it is noted that the existing buildings of Essex Road and St Paul's Road provide a relatively consistent, modest and deferential setting to St Paul's Church, which rightly remains the focal point and dominant feature of this important road junction, and which is unrivalled (in terms of scale and importance) by the surrounding, respectful and subordinate development.

10.20 The proposed four/five-storey extension would comprise a central element of five storeys, with four-storey elements either side of it. The central element would present a

17.2m high elevation to Essex Road, and this would be fully glazed, as would be the four-storey element on its south side. Full glazing is also proposed to the north elevation of the four-storey part of the extension.

- 10.21 Although the proposed extension would be significantly taller than buildings immediately to the north and south (194-200 Balls Pond Road and The Pinnacle, both four storeys in height), the proposed arrangement of massing would greatly help in reducing the extension's apparent bulk, and the four-storey elements that would flank the tallest element would reflect, or at least go some way towards meeting, the lower heights to the north and south. The four/five-storey extension would not have the stocky, bulky, clumsy appearance of the previous (refused) proposal for this site. Furthermore, the width of the adjacent road junction, the undeveloped space around St Paul's Church, and the proposed additions to the public realm at the corner of Essex Road and Balls Pond Road, provide a context in which the proposed heights can be comfortably accommodated.
- 10.22 Crucially, the height of the tallest part of the four/five-storey extension would remain significantly lower than that of St Paul's Church opposite, such that the church would remain the focal point and dominant feature (at least in terms of height) at this important road junction. The extension's height and massing would not unduly compete with, detract from, or undermine the importance of the church.
- 10.23 The council's Design and Conservation officer raised no objection to the proposed form, height and massing of the four/five-storey extension.



Image 4: Proposed development viewed from west

- 10.24 The proposed additional storey would be a sizeable addition to what is already a large building. Adding massing to the top of the existing building would certainly increase the apparent bulk of Leroy House (particularly when viewed from the east and west), and would result in a building that is even more uncharacteristically large than the site's

existing massing. The council's Design and Conservation Officer has advised that the additional storey would cause some (albeit less than substantial) harm to the existing building, the Canonbury Conservation Area, and the listed terrace at 178-190 Balls Pond Road (and, it can additionally be asserted, the townscape of Balls Pond Road). This impact, however, would be partly mitigated by the acceptable design of the extension (discussed later in this report). Given the level of weight to be attached to this residual impact, and the benefits of the proposed development, amendments such as further setting-in of the additional storey were not sought. Furthermore, refusal of planning permission is not recommended in relation to the residual impact of the additional storey's height and massing.

- 10.25 Notwithstanding the amenity impacts discussed later in this report, in terms of height and massing it is considered that the proposed development (i.e., the four/five-storey extension and the additional storey, considered together) demonstrates sufficient sensitivity to the site's context, does not represent overdevelopment of the site, and is acceptable in townscape terms. Given the various heights and setbacks proposed, and the shape and setbacks of the existing building, when viewed from the west the extended building would appear as a series of stepped volumes that would both break up this large building's massing, and would give it a grain that would help avoid it appearing monolithic. It is noted, however, that the height and massing proposed is likely to be the maximum acceptable at this site. The proposed height of the development is considered further in relation to impacts upon heritage assets later in this report.

Architecture and elevations

- 10.26 London Plan policy 7.6 states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It goes on to set out criteria against which planning applications should be assessed, stating that buildings should be of the highest architectural quality, should be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm, and should comprise details that complement, not necessarily replicate, the local character.
- 10.27 Other policies are also relevant to architecture, including London Plan policy 7.4 (relating to local character) and Core Strategy 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. This Core Strategy policy goes on to state that new buildings should be sympathetic in appearance to the local identity, should be based on coherent street frontages, and should fit into the existing context of façades. Finally, part G of policy CS9 notes that high quality contemporary design can respond to relevant challenges as well as traditional architecture, and that innovative design is welcomed.
- 10.28 Policies in chapter 2 of the Development Management Policies document are relevant to architecture and detailed design. In particular, policy DM2.1 states that all forms of development are required to be of high quality. Further guidance is provided in Islington's Urban Design Guide SPD and the CADG for the Canonbury Conservation Area.

- 10.29 Although large for its context, Leroy House is a relatively good example of its type, and is of some architectural interest. Its 1960s west elevation, highly visible at this important road junction, is certainly a key townscape feature. Its relief, taller central feature, signage and entrance might suggest that this elevation was intended to permanently face the public realm, and that there was not an intention to build on the car park in a later phase. However, this elevation is not protected, and the rather squat ground floor detracts from the elevation's composition. Contrary to the suggestion of Islington's DRP, this west entrance is not particularly historic, and it is sunken and partly hidden from public view. Given these considerations, and the fact that active frontages and an active ground floor use are proposed along with a more prominent entrance on the same side of the site (all of which would help improve the building's relationship with the public realm and make the building more legible), it is considered that the building over of the existing west elevation is acceptable.
- 10.30 The proposed four/five-storey extension is considered acceptable in terms of its architecture, elevational treatment and detailed design.
- 10.31 The proposed extension's three elements would appear taller than they are wide when viewed from the west, and the proposed fenestration would be broken up with full-height brick elements. These features, and the proposed arrangement of glazing bars and panes, would give the extension a very strong vertical emphasis. Islington's DRP, commenting on an earlier iteration of the proposals, expressed concern in relation to the extension's very strong vertical emphasis, and stated that, when combined with large areas of blank brickwork, the extension would have a civic or ecclesiastical character.
- 10.32 Officers disagree with this observation. Although there are indeed large, brick buildings (with tall columns of windows and strong vertical emphases) in civic and ecclesiastical use (Guildford Cathedral is one example), not all buildings with such features or of such a design are used for those purposes, and it is not considered that the proposed four/five-storey extension would necessarily be read by a passer-by as a civic or ecclesiastical building. The extensive glazing to the elevations would allow views into the café and of the employment activities to be carried out inside the building, which would further clarify the purpose of the building to an outside observer.
- 10.33 It should also be noted that the Canonbury Conservation Area, like many in the borough, features buildings that have a vertical emphasis – St Paul's Church spire is one example, while the conservation area's 18th and 19th residential properties, although often arranged in pairs and terraces, are commonly taller than their plot widths, and have windows taller than they are wide. In this context, a strong vertical emphasis to the proposed extension is considered acceptable.
- 10.34 Leroy House has a predominantly horizontal emphasis, due to its shape (its north elevation is clearly longer than it is tall) and fenestration. There are, however, vertical elements to its elevations, and it is considered that an extension with a strong vertical emphasis can provide an appropriate and confident response to its host.



Photographs 4 and 5: vertical elements to corner of Balls Pond Road and Henshall Street, and Dove Road elevation

- 10.35 Wider contextual considerations aside, the proposed Essex Road elevation is considered to be well-designed, well-proportioned, and appropriate to the proposed use. The proposed entrance would be clear and legible. Leroy House's existing presence in the townscape at this important road junction would be maintained.
- 10.36 Of note, the council's Design and Conservation Officer noted that the proposed four/five-storey extension would be a high quality piece of contemporary architecture, and – notwithstanding their concerns as detailed earlier in this report and at Appendix 3 – the DRP generally commended the architectural approach to that extension.
- 10.37 A condition requiring minimum reveal depths of 200mm is recommended (condition 5) to ensure the elevations of the extension would be provided with adequate relief.
- 10.38 The proposed additional storey is considered acceptable in terms of its elevational treatment and detailed design. It would relate well enough to its host building, and would use some of the same materials proposed for the four/five-storey extension, thus ensuring a strong relationship between the two main elements of the proposed development. The additional storey is a more modest extension than that proposed under the previous application for this site, the previously-proposed (and problematic) external structural elements have not been proposed again by the applicant's new

architect, and further amendments and improvements to the design of the additional storey have been made since an earlier iteration of the proposed development was considered by the DRP on 11/05/2017.

- 10.39 Of note, the council's Design and Conservation Officer commented that the additional storey was well-designed and detailed.

Materials

- 10.40 Part Biii of Development Management Policy DM2.1 states that development proposals are required to demonstrate architectural and design quality, including through the colour, type, source and texture of materials to be used. Paragraph 8.11 of the CADG for the Canonbury Conservation Area states traditional materials will normally be required for extensions, and that – for new development – materials should be sympathetic to the character of the area in terms of form, colour and texture. Paragraph 8.12 adds that the existing character and appearance of the area is largely created by the surviving 18th and 19th century buildings, built of brick, stucco, timber windows and doors, and slate roofs. It is important that new buildings, extensions and refurbishment of existing buildings blend in with and reinforce this character, and care must be taken with the choice of brick and bond.
- 10.41 The proposed palette of materials includes a light-coloured brick, metal in a light bronze colour, and clear glazing. This very simple, well-considered palette is considered appropriate for this site and its context, however the precise colours, textures, detailing and method(s) of fixing would need to be carefully controlled, given the sensitivities of the site and the need to ensure high quality, appropriate materials are used. The detailing and fixing of the materials is also considered particularly important, given that many good designs have been let down by poor execution and attention to detail. Most of the existing building's brick elevations are laid in a Flemish bond, which may suggest the same bond would be appropriate for the four/five-storey extension (and such a bond would help avoid the development's larger areas of blank brickwork appearing monotonous), however for a contemporary building such as this, a case could be made for stretcher bond – it is recommended that this matter be considered further and addressed at conditions stage. Recommended condition 3 requires the submission and approval of details and samples of all external materials, including a sample panel of brickwork and mortar courses to be provided on site.
- 10.42 Further wording to condition 3, requiring the submission of a Green Procurement Plan to demonstrate how the procurement of materials for the proposed development would promote sustainability, is also recommended.

Impacts on heritage assets

- 10.43 The Planning (Listed Buildings and Conservation Areas) Act 1990 places a statutory duty on the council to pay special attention to the desirability of preserving or enhancing the character and appearance of the adjacent Canonbury Conservation Area when determining this application.
- 10.44 Policy DM2.3 states that new developments within Islington's conservation areas 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 Islington's conservation

areas 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. The same policy states that the significance of Islington's listed buildings is required to be conserved or enhanced, and that new developments within the setting of a listed building are required to be of good quality contextual design.

- 10.45 Section 12 of the National Planning Policy Framework, London Plan policy 7.8 and Core Strategy policy CS9 are also relevant.
- 10.46 The proposed development is considered acceptable in terms of its impact upon the Canonbury Conservation Area. Regarding the proposed height and scale of the four/five-storey extension and additional storey, although paragraph 8.8 of the relevant CADG would not be complied with (where it states that new buildings should conform to the height, scale and proportions of existing buildings in the immediate area), given the way in which the massing of the extension would be treated and broken down, and given the four-storey elements that would reflect nearby heights, as considered earlier in this report the proposed extension would sit comfortably within its context. The additional storey would cause some (less than substantial) harm to the Canonbury Conservation Area by virtue of its scale, however given the weight to be attached to that harm, and the benefits of this part of the proposed development, it is not considered necessary to refuse planning permission on the basis of this harm.
- 10.47 The detailed design and materials of the proposed development are considered appropriate in the way they would relate to their context. As noted above, paragraphs 8.11 and 8.12 of the CADG state that materials should be sympathetic to the character of the area in terms of form, colour and texture. With brick proposed as the primary material, the proposed development would complement the materials immediately adjacent and opposite. As noted earlier in this report, the vertical emphasis of the proposed elevations would reflect the vertical emphasis that predominates among the area's heritage assets.
- 10.48 The additional storey would also cause some (less than substantial) harm to the setting of the Grade II listed terrace at 178-190 Balls Pond Road by virtue of its scale and due to the increased imbalance in heights that would be created either side of the street. Again, however, refusal of permission is not recommended on these grounds, given the weight to be attached to the identified harm, and the benefits of this part of the proposed development.
- 10.49 Neither the proposed extension nor the additional storey would harm the setting of the Grade II* St Paul's Church. Other listed and locally-listed buildings are not immediately adjacent to the application site. The proposed development would not harm the setting of or detract from the significance of these heritage assets.



Photograph 6: view from east along Balls Pond Road



Image 5: proposed view from east along Balls Pond Road



Image 6: proposed view from southwest, with St Paul's Church in the foreground

Other design considerations

- 10.50 Paragraphs 5.192 and 5.193 of Islington's Urban Design Guide state that roof structures that are not an integral part of the building such as plant or railings should normally be avoided, particularly if they are visible from the public realm or would undermine residential amenity. If space for plant machinery is required this should be accommodated within the building envelope. Lift overruns that project above the roofline should be avoided. If this is not possible, they should be incorporated on the rear part of the roof, where they are not visible from the street. The previous version of Islington's Urban Design Guide provided similar guidance.
- 10.51 Paragraph 8.15 of the CADG for the Canonbury Conservation Area states that the council is opposed to the erection of plant rooms, air conditioning units and other services including water tanks and radio satellite or telecommunications equipment at roof level where this can be seen from street level or public space, including long views from side streets. Paragraph 8.16 adds that the roofline of a street is a major component of its character.
- 10.52 The existing roof of Leroy House is untidy, with various overruns, items of plant and telecommunications equipment, glazed lanterns and railings rising above the roofline. The proposed additional storey would enable some tidying of the top of the building, and there is some merit in the applicant's proposal to rationalise rooftop plant into a single enclosure above the additional storey. This would have a footprint measuring 24.7m by 6.6m, and would be 2.5m high. It would be set at least 5.8m in from the edges of the building. The requirements of relevant policies are noted, however the relocation of this rooftop plant – if possible – may result in less B1 floorspace being provided within the envelope of the extended building.

- 10.53 The proposed rooftop installation is, however, contrary to planning policy and guidance. Although the dimensions and location of the enclosure would limit its visibility, it may still be visible in longer views from St Paul's Road and Balls Pond Road. Furthermore, full justification for an enclosure of this size has not been provided. A condition (4) is therefore recommended, stating that – notwithstanding what is shown on the submitted drawings – details and full justification for any such enclosure will need to be submitted and approved prior to work commencing.
- 10.54 The proposed rooftop photovoltaic panels and ductwork do not raise significant concerns in relation to design and townscape impacts, given their proposed heights and locations away from the edges of the building, however recommended condition 4 nonetheless requires details of these installations.
- 10.55 High-level signage is shown to the proposed west elevation of the four/five-storey extension on drawing P01 132 rev A. This is considered prominent, too high, and not compliant with Development Management Policy DM2.6, which states that advertisements are required to contribute to an attractive environment, must not contribute to clutter or a loss of amenity, and must be of a high quality and sensitive to the surrounding streetscene, especially in conservation areas. Signage to this elevation (that cannot be displayed without requiring approval, or that does not have deemed consent), would in any case require a separate advertisement consent. An informative (7), advising the applicant that the suggested signage is not approved, is recommended.
- 10.56 The proposed development raises no significant concerns in relation to crime, the fear of crime, and anti-social behaviour. The proliferation of CCTV cameras on the existing building may suggest that Leroy House is currently vulnerable to crime, and the proposed development provides opportunities to reduce these risks and improve on the existing situation. The development of the site's car park and replacement of the existing sunken, partly hidden main entrance may reduce opportunities for crime and anti-social behaviour. The proposed four/five-storey extension would improve the definition of the surrounding streets, would clarify which spaces are public and which are private, and would introduce active frontages with good outlook. Furthermore, a tidier site, with a greater number of employees, would also help reduce the risk of anti-social behaviour around the perimeter of the site. The response from the Metropolitan Police's Designing Out Crime Officer raised no in-principle objection to the development, and her detailed comments can be addressed by the applicant at detailed design stage.
- 10.57 The paving of the new areas of public realm proposed at the western end of the site would need to be implemented with materials that match or complement those of the adjacent council-maintained pavements, and with regard to guidance provided in Islington's Streetbook SPD and at paragraph 8.33 of the CADG for the Canonbury Conservation Area.

Neighbour Amenity

- 10.58 The National Planning Policy Framework identifies as a core planning principle that planning should always seek a high quality of design and a good standard of amenity for all existing and future occupants of land and buildings.

- 10.59 London Plan policy 7.6 (part Bd) states that buildings should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy and overshadowing. Policy 7.15 (part B) states that development proposals should seek to manage noise by mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development; separating new noise sensitive development from major noise sources through the use of distance, screening or internal layout in preference to sole reliance on sound insulation; controlling and mitigating potential adverse effects through the application of good acoustic design principles; and promoting new technologies and improved practices to reduce noise at source and on the transmission path from source to receiver.
- 10.60 Development Management Policy DM2.1 (part Ax) confirms that, for a development proposal to be acceptable, it is required to 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. Paragraph 2.13 states that the design and layout of buildings must enable sufficient sunlight and daylight to penetrate into and between buildings, and ensure that adjoining land or properties are protected from unacceptable overshadowing. This supporting text goes on to specifically reference relevant guidance prepared by the Building Research Establishment (BRE).

Daylight and sunlight

- 10.61 The applicant's Daylight and Sunlight Report (GL Hearn, 04/08/2017) notes at paragraph 4.3 that room sizes and layouts (that informed the applicant's analysis) were based on internal arrangement drawings where possible, however where drawings were unavailable the applicant has assumed room sizes and layouts based on external observation, estate agent details and the applicant's consultant's knowledge and experience. It is understood that the applicant team have not visited any neighbouring properties to ascertain or verify room sizes, layouts and uses. While this means some of the applicant team's NSL/DD information relies on unverified information (which might call into question the accuracy of the submitted results), their assumptions are not considered unreasonable, and it is considered that an adequate assessment of the development's impacts upon natural light can be made on the basis of the applicant's report.
- 10.62 The applicant's Daylight and Sunlight Report assesses impacts upon the following neighbouring properties:
- 196-200 Balls Pond Road
 - 194 Balls Pond Road
 - 192 Balls Pond Road
 - 190 Balls Pond Road
 - 184-188 Balls Pond Road
 - 172-182 Balls Pond Road
 - Queen Elizabeth Court
 - Canonbury Heights (10-12 Dove Road)
 - Arboretum Court (8 Dove Road)

- 1-19 The Pinnacle
- St Paul's Steiner School (in St Paul's Church)
- 2 St Paul's Road and 1a Newington Green Road

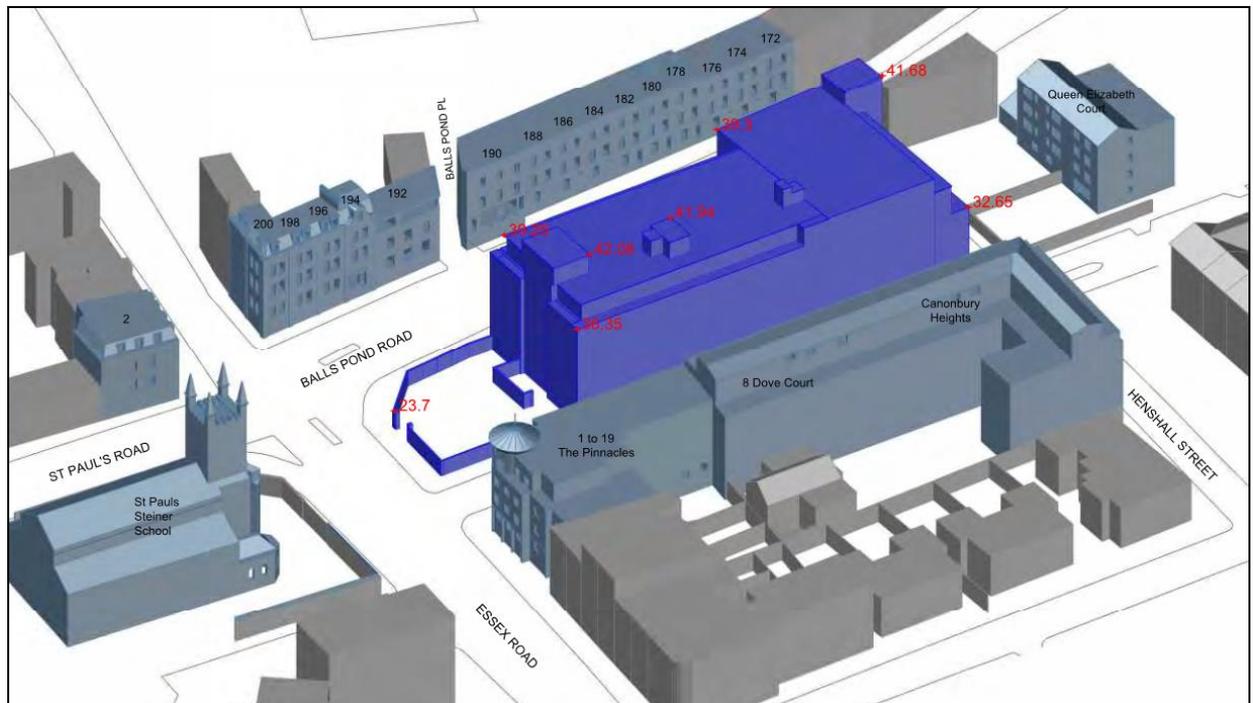


Image 7: Neighbouring properties assessed for daylight and sunlight impacts

- 10.63 The applicant's chosen methodology follows guidance provided by the BRE and uses BRE-recommended testing to assess natural light impacts. In relation to daylight, the Vertical Sky Component (VSC) and No Sky Line / Daylight Distribution (NSL / DD) tests have been used. For sunlight, the applicant has carried out Annual Probable Sunlight Hours (APSH) testing.
- 10.64 When using the BRE guidance to assist in the assessment of daylight and sunlight impacts, paragraph 1.6 of the BRE guidance must be noted. This confirms that:
- “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 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”.*
- 10.65 Regarding the weight to be attached to the BRE guidance, appeal decisions such as the decision dated 15/01/2014 relating to a major site in the south of the borough at Pentonville Road (ref: APP/V5570/A/13/2195285) generally indicate that closely adhering to BRE guidance is appropriate to ensure neighbour amenity is protected.

- 10.66 With regard to daylight, the BRE guidance notes that where VSC figures are greater than 27%, enough daylight should still be reaching the window of the existing building. If the VSC, with the new 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 daylight. Of note, the 0.8 figure is often expressed as a percentage in VSC analysis, such that a reduction of up to 20% would comply with this part of the BRE guidance if the 27% figure is also met.
- 10.67 In situations where post-development VSC figures fail to comply with the levels suggested by the BRE, a further test can be carried out to measure the overall amount of daylight in a room. This is the Daylight Distribution (No Sky Line, or NSL) test. BRE guidance state that if the NSL moves so that the area of the existing room which does receive direct skylight is reduced to less than 0.8 times its former value, then this will be noticeable to the occupants, and more of the room will appear poorly lit. The 0.8 figure is often expressed as a percentage in NSL analysis, such that a reduction of up to 20% would be acceptable.
- 10.68 With regard to sunlight, the applicant has used the APSH test to ascertain whether the centre of adjacent windows (facing within 90° of due south) would receive 25% of annual probable sunlight hours, including at least 5% of those hours in the winter months between 21st September and 21st March. If the available sunlight hours are both less than these amounts and less than 0.8 times their former value, occupants will notice a loss of sunlight.
- 10.69 BRE guidance suggests that, in some scenarios, it may be appropriate to test daylight and sunlight impacts with reference to a hypothetical mirror image of an impacted building. This concept is often referred to as “mirror massing”, and involves an imaginary building of the same height and size, and of an equal distance away from the site’s boundary (or centre line of the street), as the impacted building – this, arguably, represents the massing that might reasonably be found on a development site, bearing in mind prevailing heights and character in the area. The mirror massing concept involves setting the impacts of this hypothetical building as a bar or baseline, and then ascertaining how the impacts of a proposed development would worsen or improve on the hypothetical scenario.
- 10.70 This approach is of some use where an application site is currently undeveloped, and where existing neighbouring properties benefit from levels of daylight and sunlight that they wouldn’t receive had the application site already been developed to the same height and size as their own building. An applicant might reasonably argue that it would be unfair for their site to be restricted (in terms of what could be built) or blighted by the proximity of an existing, sensitive building (should BRE test targets be strictly applied), and might argue that a local planning authority should take into account what light would (or wouldn’t) have reached that sensitive building had the application site been previously developed. With such an approach, the light obstructed by a hypothetical building would be deducted from the light obstructed by the applicant’s proposed development.
- 10.71 Although this approach has some validity, *actual* (i.e., without hypothetical light obstruction deducted) VSC, NSL/DD and APSH test results are of more use to a decision maker, as they illustrate the real impacts that the occupants of neighbouring

properties would experience, should the proposed development go ahead. These actual results must be given more weight in the consideration of planning applications, however mirror massing test results should not be disregarded.

Property-by-property natural light assessment

- 10.72 172-182, 188 and 192-200 Balls Pond Road No VSC or NSL/DD failures predicted. In relation to sunlight the only failures of the BRE's APSH test are predicted to be at ground and first floor level, where five windows (one at 192 Balls Pond Road, one at 188, two at 182, and one at 180) would no longer meet the BRE's 5% winter target. These wintertime impacts, however, are not considered so significant as to warrant refusal of planning permission.
- 10.73 190 Balls Pond Road No VSC failures predicted. A first floor room (R2, in use as a living room) is predicted to marginally fail the NSL/DD test, but with a value difference of 0.78 (where the target is 0.8). This is not considered so significant as to warrant refusal of planning permission. In relation to sunlight, no failures of the BRE's APSH test are predicted.
- 10.74 184-186 Balls Pond Road No VSC failures predicted. In each of these properties, a single room is predicted to marginally fail the NSL/DD test – a first floor bedroom at 184 Balls Pond Road would have a value difference of 0.79, and a ground floor living room at 186 Balls Pond Road would also have a value difference of 0.79. These failures are not considered so significant as to warrant refusal of planning permission. In relation to sunlight the only failures of the BRE's APSH test are predicted to be at ground and first floor level, where four windows (one at 186 Balls Pond Road, and three at 184) would no longer meet the BRE's 5% winter target. These wintertime impacts, however, are not considered so significant as to warrant refusal of planning permission.
- 10.75 Queen Elizabeth Court No VSC, NSL/DD or APSH failures predicted.
- 10.76 Canonbury Heights (10-12 Dove Road) For this residential property to the south of the application site, five of the 71 windows tested are predicted to fail VSC, and 20 of the 45 rooms tested are predicted to fail NSL/DD. Discounting seven mezzanine rooms that would fail the DD/NSL test because the existing lit area would remain at 0%, the applicant's test results (for those rooms that are predicted to fail NSL/DD) are detailed below (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
First – W7	R5 – bedroom	19.03	15.43	0.81	59	44	0.75
Second – W5	R3 – bedroom	27.09	21.74	0.8	87	60	0.69

Second – W6	R4 – bedroom	26.26	20.51	0.78	88	54	0.62
Second – W7	R5 – bedroom	25.88	20.07	0.78	90	56	0.62
Second – W8	R6 – living / kitchen / dining	25.77	20.23	0.79	80	63	0.79
Second – W9		25.78	20.66	0.8			
Second – W11	R8 – bedroom	25.97	21.49	0.83	75	57	0.76
Second – W12	R9 – bedroom	26.05	21.72	0.83	98	75	0.77
Second – W13	R10 – bedroom	26.16	21.88	0.84	92	68	0.74
Third – W4	R2 – living / kitchen / dining	31.9	25.88	0.81	83	57	0.69
Third – W5	R3 – bedroom	31.26	24.74	0.79	96	76	0.79
Third – W6		30.97	24.32	0.79			
Third – W8	R5 – bedroom	30.82	24.69	0.8	98	65	0.66
Third – W9	R6 – bedroom	30.79	25.08	0.81	98	64	0.65
Third – W10	R7 – living / kitchen / dining	30.78	25.35	0.82	100	71	0.71
Third – W11		30.78	25.56	0.83			
Third – W12		30.82	25.71	0.83			

10.77 Given the relatively small number of failures (five VSC and 13 NSL/DD) listed above, and the degree of failure (noting the number of failures in the 0.7 to 0.79 range, which are generally considered to be lesser or minor infringements in relatively dense urban areas), it is considered that daylight impacts to this neighbouring building are acceptable.

10.78 In relation to the levels of sunlight reaching the windows of the residential units of Canonbury Heights, no failures of the BRE's APSH testing are predicted. The centres of all tested windows (facing within 90° of due south) would receive 25% of annual probable sunlight hours, including at least 5% of those hours in the winter months between 21st September and 21st March, and difference values would not be below 0.8.

10.79 Arboretum Court (8 Dove Road) For the 21 windows tested, no VSC failures are predicted, however 11 rooms would fail NSL/DD, as detailed below (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
Mezz – W1	R1 – living	15.27	13.49	0.88	4	0	0.01
Mezz – W2	R2 – dining	15.71	13.59	0.87	5	0	0.01
Mezz – W3	R3 – bedroom	16.29	13.71	0.84	6	0	0.05
Mezz – W4	R4 – bedroom	17.08	13.87	0.81	6	0	0.03
Second – W1	R1 – living	26.33	21.99	0.84	66	49	0.74
Second – W2	R2 – dining	26.59	22.1	0.83	77	56	0.73

Second – W3	R3 – bedroom	27	22.26	0.82	85	59	0.69
Second – W4	R4 – bedroom	27.5	22.49	0.82	79	54	0.68
Third – W1	R1 – kitchen	30.92	25.85	0.84	99	58	0.59
Third – W2	R2 – living	31.07	25.98	0.84	99	62	0.62
Third – W3	R3 – living / kitchen / dining	31.35	26.19	0.84	99	69	0.7
Third – W4		31.68	26.44	0.83			

10.80 Of note, the worst NSL/DD failures are predicted for mezzanine rooms where the existing lit areas are already very low. For the other seven failing rooms, three are in the 0.7 to 0.79 range. Although the predicted impacts on the other four rooms is unfortunate and must weigh negatively in the balance of planning considerations, given the weight to be attached to these shortcomings, it is not considered that they warrant refusal of planning permission.

10.81 A sunlight assessment only needed to be carried out for one window at Arboretum Court, as no other windows facing the application site face within 90° of due south. This window is predicted to pass the APSH test.

10.82 1-19 The Pinnacle For the 45 windows tested, the applicant predicts 21 VSC failures. 22 rooms are predicted to fail NSL/DD. The windows and rooms failing the VSC and NSL/DD do not fully correspond – for example, four NSL/DD failures are predicted for rooms where windows do not fail VSC. The applicant’s test results are detailed below (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
Ground – W6	R3 – bedroom	23.58	14.24	0.6	98	40	0.4
Ground – W7	R4 – living / kitchen/ dining	25.1	16.87	0.67	100	100	1
Ground – W8		25.68	18.8	0.73			
First – W1	R1 – living / kitchen / ground	21.44	16.12	0.75	43	21	0.49
First – W2	R2 – bedroom	23.65	16.68	0.71	58	24	0.41
First – W3	R3 – living / kitchen / ground	26.79	17.50	0.65	75	19	0.25
First – W4	R4 – bedroom	28.59	18.57	0.65	98	34	0.34
First – W5	R5 – bedroom	29.85	19.71	0.66	99	31	0.32
First – W6	R6 – bedroom	31.21	21.67	0.69	95	55	0.57
First – W7	R7 – living / kitchen / ground	32.28	23.56	0.73	98	68	0.7
First – W8	R8 – living / kitchen / ground	32.98	25.34	0.77	100	100	1
Second – W1	R1 – living / kitchen / ground	25.08	19.54	0.78	44	24	0.55

Second – W2	R2 – bedroom	26.99	20.22	0.75	60	27	0.45
Second – W3	R3 – living / kitchen / ground	29.63	21.19	0.72	76	23	0.3
Second – W4	R4 – bedroom	31.19	22.36	0.72	98	38	0.39
Second – W5	R5 – bedroom	32.27	23.46	0.73	99	34	0.35
Second – W6	R6 – bedroom	33.42	25.22	0.75	95	56	0.59
Second – W7	R7 – living / kitchen / dining	34.33	26.92	0.78	97	68	0.7
Third – W1	R1 – living / kitchen / dining	29.23	23.26	0.8	72	46	0.64
Third – W2	R2 – bedroom	30.71	23.97	0.78	76	44	0.58
Third – W3	R3 – living / kitchen / dining	32.61	24.99	0.77	84	34	0.4
Third – W4	R4 – bedroom	33.75	26.12	0.77	98	52	0.53
Third – W5	R5 – bedroom	34.58	27.16	0.79	98	51	0.52
Third – W6	R6 – bedroom	35.46	28.68	0.81	95	63	0.66
Third – W7	R7 – living / kitchen / dining	36.13	30.06	0.83	97	66	0.68

10.83 The majority of the predicted VSC failures fall within the 0.7 to 0.79 range, however the majority of the NSL/DD failures do not, and significant weight must be given to this level of failure, in terms of the numbers of rooms adversely affected, and the degree to which each of those rooms would be impacted.

10.84 The applicant has, however, carried out mirror massing testing for The Pinnacle. 44 windows were tested, and no VSC failures were predicted. NSL/DD failures were, however, predicted for 13 rooms as follows (failures highlighted in bold):

Floor – window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)		
		Existing (%)	Proposed (%)	Factor of former value (target: 0.8)	Existing (%)	Proposed (%)	Factor of former value (target: 0.8)
First – W3	R3 – living / kitchen / dining	19.94	17.5	0.88	25	19	0.75
Second – W1	R1 – living / kitchen / dining	23.04	19.54	0.85	35	24	0.69
Second – W2	R2 – bedroom	23.96	20.22	0.84	41	27	0.65
Second – W3	R3 – living / kitchen / dining	25.13	21.19	0.84	39	23	0.58
Second – W4	R4 – bedroom	26.01	22.36	0.86	62	38	0.62
Second – W5	R5 – bedroom	26.7	23.46	0.88	50	34	0.68
Third – W1	R1 – living / kitchen / dining	28.29	23.26	0.82	72	46	0.64
Third – W2	R2 – bedroom	29.38	23.97	0.82	76	44	0.58

Third – W3	R3 – living / kitchen / dining	30.64	24.99	0.82	83	34	0.41
Third – W4	R4 – bedroom	31.46	26.12	0.83	98	52	0.53
Third – W5	R5 – bedroom	32.11	27.16	0.85	98	51	0.52
Third – W6	R6 – bedroom	32.8	28.68	0.87	95	63	0.66
Third – W7	R7 – living / kitchen / dining	33.45	30.06	0.9	93	66	0.71

- 10.85 It is considered that, even with mirror massing taken into account, the impacts on these 13 rooms would still be significant. Only two of the failing rooms would have NSL/DD results within the 0.7 to 0.79 range. The predicted impacts are unfortunate and must weigh negatively in the balance of planning considerations, particularly given that, as noted above, less weight should be given to mirror massing results than to actual results. Although the mirror massing results diminish the weight to be attached to the impacts highlighted in the table of *actual* results, the impacts of the proposed development upon The Pinnacle cannot be disregarded.
- 10.86 A sunlight assessment only needed to be carried out for one window at The Pinnacle, as no other windows facing the application site face within 90° of due south. This window passed the APSH test in both the actual and mirror massing testing.
- 10.87 St Paul's Steiner School and 2 St Paul's Road / 1a Newington Green Road No VSC, NSL/DD or APSH failures predicted.
- 10.88 Regarding sunlight at street level, the proposed development may result in some losses, however this is considered unlikely to be so significant as to warrant refusal of permission.

Daylight and sunlight summary

- 10.89 The applicant's testing predicts VSC and NSL/DD failures at residential properties to the north and south of the application site. Even taking into account mirror massing analysis carried out in relation to The Pinnacle, the impacts upon these properties would be unfortunate and must weigh negatively in the balance of planning considerations. However – having regard to each level of failure and the weight to be attached – it is not considered that the losses of natural light to any individual property or group of properties are so significant as to warrant refusal of planning permission. Overall, it is considered that the majority of neighbouring properties would retain adequate levels of amenity in relation to natural light.
- 10.90 Rights to Light are a private legal matter, and are not a material planning consideration.

Outlook

- 10.91 Outlook – the visual amenity provided by the immediate surroundings of a (usually residential) property, as experienced from its windows or outdoor spaces – can be affected by the close siting of another building or structure, which – depending on its proximity, size and appearance – can create an oppressive, increased sense of enclosure to the detriment of the amenities of rooms in a neighbouring property,

particularly those of single aspect dwellings, or those that already have limited outlook. Outlook does not refer to views of a particular landmark or feature of interest, or long views over land not in the ownership of the viewer.

- 10.92 The proposed development would introduce significant massing to the western end of the site, where there is currently no building. The proposed additional storey would also add to the existing building's massing.
- 10.93 Distances between the proposed four/five-storey extension and neighbouring windows must be noted. A distance of over 20m would be maintained between the windows of 192-200 Balls Pond Road and the north elevation of the extension. 11.5m would be maintained between the north-facing residential windows of The Pinnacle and the proposed extension. To the east, the windows of Queen Elizabeth Court are 21m away from the east elevation of Leroy House. The proposed additional storey would come no closer to neighbouring properties than the existing building does.
- 10.94 These distances, and the heights of the proposed development, suggest that – although the occupants of several neighbouring would look out onto new or increased massing – a good level of amenity (in terms of outlook) would be maintained for those occupants. Elevation-to-elevation distances would not be abnormal or uncharacteristic for this area. Sections submitted with the application illustrate acceptable (and not particularly narrow or claustrophobic) width-to-height ratios across Balls Pond Road, Henshall Street, Dove Road and Essex Road. The relatively spacious road junction, and the proposed stepped massing and setbacks of the extension and additional storey would help ensure that outlook impacts would be limited.
- 10.95 It is also noted that not all properties surrounding the application site are in residential use, and that the amenities of such non-residential uses are not normally afforded the same level of protection as that appropriate to residential properties. Finally, it is noted that some neighbouring rooms and properties may benefit from dual aspect, which would further limit the impacts of the proposed development in terms of outlook.
- 10.96 In summary, the proposed development would not be overbearing or lead to an unacceptable sense of enclosure for neighbouring occupants.

Privacy

- 10.97 Paragraph 2.14 of Islington's Development Management Policies states that "To protect privacy for residential development and existing residential properties, there should be a minimum distance of 18m 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 must be given to the nature of views between habitable rooms – for instance, where views between habitable rooms would be oblique as a result of angles or height differences between windows, there may be no harm.
- 10.98 Paragraph 2.3.36 of the Mayor of London's Housing SPG states that such minimum distances "can still be useful yardsticks for visual privacy, but adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density". This is noted, and there have indeed been

instances where window-to-window distances of less than 18m have been accepted where exceptional circumstances apply, however the Mayor's guidance does not override Islington's Development Management Policies, and there remains a need to ensure that proposed developments maintain adequate levels of privacy for neighbouring residents.

- 10.99 The proposed development includes no residential accommodation or habitable rooms, therefore the 18m requirement does not necessarily apply. Nevertheless, there is potential for the windows of offices and employment spaces to adversely affect the privacy of neighbouring residential properties.
- 10.100 To the north, east and west of the application site, neighbouring properties stand over 18m away from the existing building, and distances of over 18m would be maintained, post-development.
- 10.101 The south elevation of the proposed four/five-storey extension would introduce three columns of windows at ground to third floor level, facing The Pinnacle. South-facing windows are also proposed at fourth floor level, although these would be set back from the edge of the site. This new fenestration would certainly introduce opportunities for overlooking from the extension into the windows of the residential units opposite, and this must weigh negatively in the balance of planning considerations, however the weight to be attached to this impact would be limited by the likely hours that the proposed B1 floorspace would be used (although it is noted that these hours would not be controlled), and the fact that this overlooking would occur across a public highway (paragraph 2.14 of Islington's Development Management Policies is again noted). It is not considered that the impact of the proposed development upon the privacy enjoyed by the occupants of The Pinnacle would be so great as to warrant refusal of planning permission.
- 10.102 The potential for overlooking from the south-facing windows of the additional storey (to Canonbury Heights, Arboretum Court and The Pinnacle) is also noted, however for the same reasons, refusal of planning permission is not recommended in relation to these impacts.
- 10.103 No usable roof terraces are proposed, and recommended condition 8 prevents the use of the extended building's roof areas as outdoor amenity or recreational spaces. Recommended condition 16 also restricts the use of the proposed blue and green roofs.

Light pollution

- 10.104 Normal office hours are unlikely to require internal lighting of the proposed development late into the evenings, however – to enable flexible use of the proposed floorspace – it is not recommended that the hours of occupation of the development be restricted. This raises the possibility of late night light pollution occurring, should staff need to work outside normal business hours. To address this, measures such as the use of daylight and occupancy sensors for the development's internal lighting, and blinds, can be used. Condition 7 requires the submission of details of such measures to address potential light pollution concerns.

Noise

- 10.105 The application site is located in an area subject to traffic noise. The area has a mix of commercial and residential uses located in close proximity to one another.
- 10.106 Although the proposed development would intensify the use of the site, the proposed development is not considered inappropriate in terms of the additional activity that would be introduced to the street and area, and the continued employment use of the site is considered appropriate, given the limited noise outbreak normally associated with such uses. Recommended conditions 8 and 16 would prevent the use of the extended building's roof areas, further limiting noise nuisance.
- 10.107 To address potential noise caused by any rooftop plant that may be proposed in the future in relatively close proximity to residential uses, recommended condition 25 relates to the provision of appropriate noise control measures, to ensure that plant would not lead to unacceptable disturbance to neighbouring occupiers.

Other environmental impacts

- 10.108 It is acknowledged that – due to the constraints of the site and the proximity of residential properties – there is certainly potential for construction works to significantly impact upon the amenities of neighbouring occupants.
- 10.109 To address potential disturbance and environmental impacts during construction, a condition (22) is recommended requiring the submission, approval and implementation of a Construction Environmental Management Plan (CEMP) to address noise, dust, light pollution and other potential environmental impacts. The CEMP would also need to account for potential cumulative impacts, should any planning permissions for developments at nearby sites be implemented or progressed at the same time.
- 10.110 The Section 106 agreement referred to in Appendix 1 would ensure that construction is carried out in compliance with the Code of Construction Practice. The Code of Construction Practice normally restricts noisy works to between 08:00 and 18:00 Monday to Friday and 08:00 to 13:00 on Saturdays to ensure amenity impacts are limited. Outside planning control there are further controls applicable to construction, including Environmental Health legislation and regulations that would further protect the amenities of neighbouring occupiers during the construction period.

Neighbour amenity summary

- 10.111 Neighbour amenity impacts were referred to in the council's reasons for refusal relating to the previous planning application for this site. Although it would not be appropriate to simply compare the previously-predicted impacts with those now predicted, it is noted that the development now proposed would have significantly less impact upon neighbour amenity, as a result of the applicant's redesign.
- 10.112 The cumulative impacts caused by the proposed development must also be considered. Where a neighbouring property is predicted to lose natural light, that impact may be compounded or more acutely felt if the same property would also lose (or has limited) outlook, for example.

- 10.113 Given the need to ensure efficient and optimised use of accessible sites, it is considered that some infringements of standards and requirements set out in relevant planning policies and guidance could be accepted. This reduces the weight to be attached to the proposed development's adverse impacts identified above.
- 10.114 Given the above assessment, while it is noted that the proposed development would cause some adverse impacts that must weigh negatively in the balance of planning considerations, it is not considered that they – either individually or cumulatively – are so significant as to warrant refusal of permission on neighbour amenity grounds. Overall, for most adjacent properties, a good level of neighbouring residential amenity would be maintained by the proposed development. On the basis of this assessment, refusal of permission is not recommended on amenity grounds, however conditions and Section 106 clauses would need to be applied to protect amenity during both the development's demolition/construction and operational phases.

Land Use

- 10.115 The site is within an Employment Growth Area, is the subject of Site Allocation OIS3, and is covered by Article 4 Directions relating to office-to-residential and light industrial-to-residential changes of use.
- 10.116 The site's existing building currently provides 6,053sqm GIA (4,013sqm NIA) of B1 floorspace, including ancillary spaces.
- 10.117 Site Allocation OIS3 allocates the site for refurbishment/intensification for business space to provide improved quality and quantity of spaces for small/medium-sized enterprises. Development Management Policy DM5.1 states that, within Employment Growth Areas, the council will encourage the intensification, renewal and modernisation of existing business floorspace. London Plan policy 4.2 supports the renewal and modernisation of existing office stock in viable locations to improve its quality and flexibility, and supports increases in stock where there is authoritative, strategic and local evidence of demand for office-based activities. The supporting text of London Plan policy 4.2 identifies a need for significant increases in office floorspace in the years to 2031. Part B of policy CS13 of Islington's Core Strategy 2011 states that in relation to existing employment floorspace, development which improves the quality and quantity of existing business floorspace provision will be encouraged. The recommendations of the council's 2016 Employment Study are also noted.
- 10.118 Given the site's relatively accessible location, where relevant planning policies encourage the renewal and modernisation of existing business floorspace, the proposed additional 2,154sqm GIA (1,698sqm NIA) of business floorspace is welcomed in land use terms. Along with the proposed four/five-storey extension and the additional storey, the proposed development includes alterations to and reconfiguration of parts of the existing building, including the provision of refuse and cycle stores, shower and changing facilities, and two lifts. These improvements would help modernise and update the existing accommodation, making it more accessible and flexible, and are similarly welcomed. These are benefits of the proposed development which weigh positively in the balance of planning considerations relevant to this application.

- 10.119 The site's existing car park is not protected by relevant land use policies. This land is not designated or considered to be open space or a semi-private amenity area, and its development would not be contrary to Development Management Policy DM6.3. Site Allocation OIS3 makes no mention of retaining open space at this site, but encourages public realm improvements. Map 3.10 in the Core Strategy confirms that, although the adjacent Mildmay ward is currently deficient in public open space, the Canonbury ward is not.
- 10.120 Floor-to-ceiling heights of over 3.6m (ground floor) and 3m (first to fourth floors) are proposed in the four/five-storey extension, in compliance with the standard set out at paragraph 5.10 of the Development Management Policies document. Substandard floor-to-ceiling heights are proposed in the additional storey, however this is considered necessary to help limit the visual and amenity impacts of this storey.
- 10.121 Part A of policy DM5.4 states that, within Employment Growth Areas, major development proposals for employment floorspace must incorporate an appropriate amount of affordable workspace and/or workspace suitable for occupation by micro and small enterprises (i.e., provided in the form of workspaces in business use with a gross internal floor area of around 90sqm (GIA) or less). To address this policy requirement, above ground floor level in the proposed four/five-storey extension the applicant proposes to divide the new floorspace into three or four units per floor, and similarly proposes internal partitioning within the additional storey. This internal configuration, together with the proposed building management arrangements, would render the new floorspace suitable for occupation by micro and small enterprises. Indeed, Leroy House already provides small units, and is let and managed specifically for, small business. This would continue, post-development. In compliance with part C of policy DM5.4, the design and management of the proposed units would meet the needs of small or micro enterprises, and recommended condition 13 would secure this provision.
- 10.122 No workspace which would be affordable in terms of its rental rate is proposed. Given the "and/or" wording of part A of policy DM5.4 of the Finsbury Local Plan, however, and given that the proposed development includes business floorspace that would be suitable for occupation by micro and small enterprises by virtue of its design and size, the council cannot insist upon the provision of affordable workspace on site as part of the proposed development.
- 10.123 In response to the council's consultation a query has been raised regarding the need for the new B1 floorspace, however given the quality of the space proposed, there is no reason to believe the development – if completed – would remain unoccupied.
- 10.124 In the covering letter (dated 12/09/2017) attached to the petition described earlier in this report, concerns were raised regarding the possible displacement of existing tenants. This, and tenancy agreements between the applicant and other parties, are not material planning considerations. In a letter dated 10/10/2017, however, the applicant stated that they "will be discussing the relocation process directly with individuals, assisting them both in relation to the potential provision of alternative premises within the building and/or the Workspace portfolio during the construction process, and supporting them should they wish to return to Leroy House when the development is complete".

- 10.125 The proposed café would occupy approximately 180sqm of floorspace in the proposed four/five-storey extension. It is considered to be ancillary to the B1 use of Leroy House, and therefore does not need to be assessed against Development Management Policies DM4.3 and DM4.4, however it is nonetheless considered that – subject to controls on opening hours and refuse storage – the café would not cause harm to neighbouring amenity or to the vitality and viability of Town Centres and Local Shopping Areas within Islington. The café would further add to the attraction of the extended building's business floorspace. Its impact upon custom at existing nearby cafés is not a material consideration (planning permission cannot be refused on the grounds of increased competition), and while some existing custom may be diverted to the café, it is noted that the increased employee population at the application site may also increase custom at existing local cafés and other businesses. Recommended conditions 24 and 27 include appropriate controls and provisions relating to hours and refuse storage.
- 10.126 The applicant has stated that the proposed development is likely to accommodate 131 employees, based on the Homes and Communities Agency's (HCA's) ratio of one employee per 13sqm of floorspace and the proposed uplift in floorspace. Officers consider this estimated figure to be reasonable, and do not believe a separate calculation needs to be carried out to ascertain employee numbers for the proposed ancillary café. The applicant's figure has been used by officers to calculate Section 106 contributions.
- 10.127 The application site is within Flood Zone 1 (and has a low probability of flooding), is less than one hectare in size, and is not within a Local Flood Risk Zone. The applicant was not required to submit a Flood Risk Assessment with the application. Sustainable urban drainage is considered in the Sustainability section of this report.

Inclusive Design

- 10.128 Paragraph 57 of the NPPF is relevant to the current proposal in relation to inclusive design. London Plan policy 7.2 requires all new development to achieve the highest standards of accessible and inclusive design, and refers to the Mayor's Accessible London SPG. At the local level, Development Management Policy DM2.2 requires all developments to demonstrate that they i) provide for ease of and versatility in use; ii) deliver safe, legible and logical environments; iii) produce places and spaces that are convenient and enjoyable to use for everyone; and iv) bring together the design and management of a development from the outset and over its lifetime. The Inclusive Design in Islington SPD is also relevant.
- 10.129 Lift access would be provided to every floor of the proposed four/five-storey extension, the additional storey, and the existing building, other than basement level. It is accepted that a requirement to provide lift access to this relatively small basement room would be disproportionately onerous. One of the new lifts would have two sets of doors, enabling staff and visitors to move from the entrance lobby (which would be at pavement level) to the internal ground floor level. As only one lift would facilitate movement between these levels, a second solution would be required for occasions when the lift is out of service.

- 10.130 Accessible WCs are proposed at ground to fifth floors, and an accessible shower room is proposed adjacent to the cycle store.
- 10.131 Two refuges are proposed within protected lobbies on every floor of the existing building, and in the additional storey. These are proposed in locations that would not obstruct access to escape stairs or routes.
- 10.132 Recommended condition 10 requires the submission of details relevant to inclusive design, to ensure the proposed business floorspace would comply with relevant planning policies and the relevant parts of the Inclusive Design in Islington SPD. The same condition requires details of a second solution to facilitate access between the entrance lobby and ground floor. Further details relating to evacuation are also required by the proposed condition – this is necessary given that the proposed refuges, while welcome, would effectively limit the number of mobility-impaired people permitted on each floor to two, other than at ground floor level. Details of storage for mobility scooters, manifestations to glazing, and the opening weight of the new entrance door, are similar referred to in recommended condition 10.

Accessible parking and drop-off

- 10.133 No on-site accessible parking is proposed. This is considered acceptable, given the site's constraints and the impact on-site parking would have had upon the design of the proposed development. Applying the standard set out at page 39 of the Planning Obligations (Section 106) SPD (of one accessible parking bay required for the uplift in employee numbers divided by 33), with a likely uplift of 131 employees, four accessible parking spaces would be required. Noting that there may be limited scope for on-street provision close to the application site, recommended condition 11 requires the submission of a survey to ascertain where such spaces could be provided. Paragraph 4.19 of the applicant's Transport Assessment suggests that there is sufficient capacity to accommodate "a level of disabled parking provision on-street". Should on-street provision not be possible, a financial contribution towards accessible transport initiatives can be accepted.
- 10.134 The same recommended condition requires details of where safe on-street drop-off could be provided for employees and visitors with disabilities.

Financial Viability

- 10.135 No financial viability information has been submitted with the current application. No weight, therefore, can be given to any arguments for policy non-compliance on cost grounds, and no such arguments have been made by the applicant.

Sustainability, Energy Efficiency and Renewable Energy

- 10.136 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and policies relevant to sustainability are set out throughout the NPPF.
- 10.137 Further planning policies relevant to sustainability are set out in chapter 5 of the London Plan, Core Strategy policy CS10 and chapter 7 of the Development Management Policies. Islington's Environmental Design SPD is also relevant.

- 10.138 The council requires all developments to meet the highest standards of sustainable design and construction and make the fullest contribution to the mitigation of and adaptation to climate change. Developments must demonstrate that they achieve a significant and measurable reduction in carbon dioxide emissions, following the London Plan energy hierarchy. All developments will be expected to demonstrate that energy efficiency has been maximised and that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. Carbon dioxide calculations must include unregulated, as well as regulated, emissions, in accordance with Islington's policies.
- 10.139 Islington's Core Strategy policy CS10 (part A) states that all major development should achieve an on-site reduction in total (regulated and unregulated) carbon dioxide emissions of at least 40% in comparison with total emissions from a building which complies with the Building Regulations 2006, unless it can be demonstrated that such provision is not feasible. This 40% saving is equivalent to a 30% saving compared with the 2010 Building Regulations, and 27% compared with the 2013 Building Regulations. A higher saving (50% in comparison with total emissions from a building which complies with the Building Regulations 2006, which translates into a 39% saving compared with the 2013 Building Regulations) is required of major development in areas where connection to a decentralised energy network (DEN) is possible. Development Management Policy DM7.3 requires all major developments to be designed to be able to connect to a DEN, and connection is required if a major development site is within 500m of an existing or a planned future DEN.
- 10.140 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 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 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.

Carbon dioxide emissions

- 10.141 The applicant has submitted an Energy Strategy, setting out the applicant's proposed measures which would achieve a reduction in regulated carbon dioxide emissions of 46% against the 2013 Building Regulations. This complies with the relevant 35% London Plan target.
- 10.142 In relation to total (regulated and unregulated) emissions, the applicant proposes a saving of 27.9% against the 2013 Building Regulations. This complies with the 27% saving required by Islington's policies (note that the 27% requirement, rather than the 39% requirement, is applicable as it is accepted that the development cannot currently connect to a DEN).

- 10.143 Remaining carbon dioxide emissions would need to be offset with a payment of £47,012. It is recommended that this be included in a Section 106 agreement associated with any permission granted for the proposed development.
- 10.144 There is no existing or planned DEN within 500m of the application site. The submission of an assessment of the feasibility of connection to a DEN was therefore not required, however the applicant was required to explore the potential for a Shared Heating Network (SHN) linking nearby developments and/or existing buildings, as set out in part D of Development Management Policy DM7.3. Officers drew the applicant's attention to the development currently under way at the Dover Court Estate, and encouraged communication with that development's project manager. The applicant has reported, however, that heating and hot water on the Dover Court Estate is provided predominantly via individual boilers, and that the CHP system currently being installed (to serve a new block of 23 units) will be on the southern boundary of the estate, some distance away from Leroy House. On the basis of this information, the applicant has concluded that a SHN with the Dover Court Estate would not achieve any carbon dioxide savings over and above those currently proposed by the applicant, and the council's Energy Conservation Officer has accepted this.
- 10.145 As a minimum it is recommended that future-proofing of the proposed development for future connection to the DEN be addressed and secured via the necessary Section 106 agreement. Given the lack of detail provided by the applicant with regard to the technical feasibility of future connection, it is recommended that the Section 106 agreement requires details of sufficient space to be made available within the proposed development for the heat exchange plates and pipework required for future connection.
- 10.146 London Plan policy 5.6 requires applicants to explore the potential for on-site combined heat and power (CHP) facilities serving major developments, however at this site no such facility is proposed. The council's Energy Conservation Officer has accepted that the proposed development's heat loads demonstrate that an on-site CHP system would not be feasible.
- 10.147 The applicant proposes the use of variable refrigerant flow (VRF) active cooling at ground floor level. While the use of active cooling is not usually supported unless evidence is provided to demonstrate that technologies from the higher levels of the London Plan cooling hierarchy cannot deliver sufficient heat control, in this case the applicant's evidence is convincing. The applicant explored the full range of measures in the cooling hierarchy before specifying VRF, and the council's Energy Conservation Officer has accepted that there would be a residual risk of overheating that necessitates active cooling.

Sustainability

- 10.148 The applicant's Sustainability Statement confirms that the proposed four/five-storey extension and additional storey are intended to achieve BREEAM "Excellent", and a condition (19) securing this is recommended. The applicant's submission details various other measures in relation to sustainability and relevant planning policies, including blue and green roofs and measures relating to water efficiency.

- 10.149 A revised draft Green Performance Plan (GPP) has been submitted by the applicant during the life of the application. This includes measurable performance targets for water, electricity and gas usage. The revised draft GPP is considered to be acceptable, however a full, updated GPP would need to be secured via a Section 106 agreement.
- 10.150 Regarding the use of sustainable materials, condition 3 is recommended to secure the submission and approval of a Green Procurement Plan.
- 10.151 It is recommended that the applicant be required (via a Section 106 agreement) to sign up to Islington's Code of Construction Practice.

Trees, landscaping and biodiversity

- 10.152 There are six trees (all sycamores) within the application site, surrounding the car park. These would be removed as part of the proposed development. The two street trees immediately outside the application site on Balls Pond Road would be retained.
- 10.153 The applicant has asserted that the six sycamores are defective, self-seeded Category C trees of a low quality, and officers agree that these trees – due to their shape, size and condition – currently make a limited positive contribution to the surrounding townscape and the Canonbury Conservation Area. While the proposed loss of tree canopy cover is unfortunate, this impact is partly mitigated by the applicant's proposal to plant three replacement trees at the site – one at each corner of the proposed four/five-storey extension, and another adjacent to the two street trees (but within the curtilage of the application site) on Balls Pond Road. Through recommended condition 14, details of tree pits and maintenance would be secured, to help ensure the proposed trees can survive, grow to a significant size, and make a meaningful contribution in the future to the surrounding townscape and the conservation area. Climbing plants are also proposed to the north elevation adjacent to the proposed new entrance, to further mitigate the loss of trees.
- 10.154 The two street trees to be retained would need to be adequately protected during construction works, and recommended condition 14 requires details of appropriate protection measures.
- 10.155 The applicant's Preliminary Ecological Appraisal asserts that the application site currently has a low ecological value, which is not entirely accepted, given the contribution made to local biodiversity made by the six early-mature trees surrounding the site's car park. Other than in relation to the proposed tree removal, officers agree that the proposed development would have little or no impact on existing biodiversity, but provides an opportunity to increase the site's biodiversity interest. The applicant's list of suggested trees includes species that are attractive to birds, pollinators and other wildlife. Log piles for invertebrates are proposed at roof level. A "biodiversity roof" (i.e., a green roof) is also proposed above the blue roof, and the proposed climbing planting can be attractive to birds. Bird and bat boxes are referred to in the applicant's Preliminary Ecological Appraisal, which notes that swifts have been observed in the local area. This concurs with comments made in response to this application by representatives of Islington Swifts and Hackney Swifts, and it is recommended that specific swift nest boxes be secured by condition (15), along with the other measures detailed above.

- 10.156 Blue and green roofs would cover all parts of the proposed four/five-storey extension. Details (substrate depths, species etc) of these roofs are required by recommended condition 16, to ensure the standard requirements as set out in Islington's Environmental Design SPD are met. It is accepted that the additional storey and existing roof of Leroy House could not accommodate green or blue roofs, given the structural and depth requirements of such installations.

Drainage

- 10.157 Development Management Policy DM6.6 requires major developments to incorporate Sustainable Urban Drainage Systems (SUDS) and to be designed to reduce flow to a "greenfield rate" of run-off (8 litres/second/hectare) where feasible. Where it is demonstrated that a greenfield run-off rate is not feasible, rates should be minimised as far as possible, and the maximum permitted run-off rate will be 50 litres/second/hectare (l/s/ha).
- 10.158 The submitted Drainage and Surface Water Statement notes that 100% of the application site is hard surfaced, and that all surface water from the application site currently discharges directly to public sewers without any attenuation. Noting that the proposed four/five-storey extension would have a 306sqm footprint, the applicant states that a greenfield run-off rate would not be feasible at this site, as it would require a very small orifice / outlet pipe which would be at risk of siltation and blockages, requiring continuous maintenance. The applicant has therefore designed a rainwater attenuation solution that would achieve the equivalent of a 50l/s/ha run-off rate, which would comply with policy DM6.6. This solution would involve the installation of blue roofs to the proposed four/five-storey extension. Recommended condition 17 requires the implementation of the proposed measures to ensure the 50l/s/ha run-off rate is achieved.
- 10.159 The larger part of the site would remain occupied by the existing building, and it is accepted that there is little scope for retrofitting run-off attenuation without increasing the height of the building or sacrificing employment floorspace within the building. With the solution proposed for the four/five-storey extension, there would be an overall improvement in the site's run-off rate, and this is welcomed.

Highways and Transportation

- 10.160 Policies relevant to highways and transportation are set out in section 4 of the NPPF and chapter 6 of the London Plan. Islington's Core Strategy policy CS10 encourages sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use. Detailed transport policies are set out in chapter 8 of Islington's Development Management Policies.

Existing conditions

- 10.161 All parts of the highways surrounding the application site are maintained by LB Islington, and all four streets are open to two-way traffic, although "no motor vehicles" signs have been installed at the Balls Pond Road entrance to Henshall Street, effectively restricting southbound traffic. Pavements widths vary around the application site.

- 10.162 The site has a high PTAL score of 6a, and is well served by buses. A bus stop exists directly outside the site, on Balls Pond Road, and there is a bus stand on the south side of Dove Road. A dropped kerb on Dove Road provides vehicular access to the site's car park, and there are other dropped kerbs along Dove Road. The car park can accommodate up to 14 vehicles (if double parked), although the applicant's Transport Statement suggests 18 vehicles (including two used by people with disabilities) can be accommodated. The site is within a Controlled Parking Zone, and is surrounded by double and single yellow lines, and parking spaces for permit holders.
- 10.163 The applicant has stated that there are currently only 10 informal cycle parking spaces on site. These are adjacent to the existing building's west-facing entrance.
- 10.164 The existing building is serviced from Dove Road.

Trip generation, parking and cycle parking

- 10.165 The applicant has submitted a Transport Statement which details the transportation and highways implications of the proposed development.
- 10.166 In relation to staff journeys to work, for the trips generated by the site's existing building the applicant has made use of TRICS data that specifically refers to Leroy House. The applicant has also noted that the site's existing car park would be removed, and that on-site cycle parking would be provided. With these changes in mind, the applicant predicts that the proposed development is likely to generate an increase in total person trips and a decrease in vehicle trips. Daily total (in and out) vehicle trips are predicted by the applicant to fall by 48, public transport trips would increase by 182, cycling trips would increase by 24, pedestrian trips would increase by 174, and trips using other forms of transport would increase by 29. The applicant concludes that the proposed development would have a beneficial impact in terms of vehicle trips. Officers agree with this conclusion, and note that the vast majority of additional trips generated by the proposed development would involve sustainable modes of transport.
- 10.167 The predicted additional daily public transport trips have been broken down by the applicant into 112 bus trips, 53 underground trips, and 16 rail trips (this does not add up to 182 due to rounding). Noting that the site isn't close to a London Underground station, and that the identified "underground" and some of the "rail" trips are more likely to be carried out using London Overground services, it is considered that the proposed development would not have a significant adverse impact upon local public transport capacity, and that additional Section 106 contributions towards transport (in addition to the contributions now collected via CIL) are not necessary.
- 10.168 It is considered that the predicted additional daily pedestrian and cycle trips would not have a significant adverse impact upon local highways and their capacity for pedestrians and cyclists.
- 10.169 The proposed development would be car-free in accordance with Core Strategy policy CS10 and Development Management Policy DM8.5. The loss of the site's existing parking spaces is policy-compliant and is welcomed, as it would discourage the use of less sustainable forms of transport. Accessible parking is discussed earlier in this report.

- 10.170 The applicant proposes a store at ground floor level (accessible directly from Dove Road, and internally) providing space for the storage 98 cycles, including two accessible or recumbent cycles. The store would be covered, secure and sufficiently convenient to use. The proposed shower and changing facilities (including those for employees with disabilities, at least in terms of their location) are considered acceptable. In accordance with the standards set out at Appendix 6 of the Development Management Policies, for the 2,154sqm GIA uplift in B1 floorspace, only 27 cycle parking spaces would be required, however the applicant also intends to provide at least some (and to formalise) cycle parking for staff of the existing building, which is welcomed. Three Sheffield stands (providing six spaces) are also proposed close to the site's entrance, for use by visitors. Recommended condition 12 requires the provision of the proposed cycle store, and the submission of details of racks within it.
- 10.171 The applicant has submitted a Travel Plan which – if implemented – would encourage the use of more sustainable modes of transport. It is recommended that a requirement for the Travel Plan to be implemented be included in a Section 106 agreement associated with any permission granted for the proposed development.

Other highways considerations

- 10.172 The proposed four/five-storey extension would be built entirely within the site's boundaries, and would be set in from the Essex Road / Balls Pond Road and Essex Road / Dove Road corners. The proposed development therefore does not raise concerns in relation to highways safety, sight lines for drivers, and the movements of vehicles moving along Dove Road and/or turning in or out onto Essex Road.
- 10.173 It is likely that footway and highway reinstatement works would be necessary following completion of the proposed development. This matter is referred to in the recommended Section 106 Heads of Terms.
- 10.174 Paragraph 4.20 of the applicant's Transport Assessment and paragraph 12.7 of the submitted Planning Statement state that obsolete vehicle crossovers surrounding the site would be reinstated as footways, and that dropped kerbs would be provided for refuse collection, loading and access for cyclists. Comparison of the existing and proposed ground floor plans suggests that the existing eight dropped kerbs and vehicle crossovers along Dove Road would be rationalised and reduced to two, which is welcomed. This would tidy up the pavement of Dove Road, and would make it more accessible to people using wheelchairs and buggies. As this pavement is owned and maintained by the council, the proposed works would need to be carried out by the council (to an agreed standard and design) at the expense of the developer.
- 10.175 The applicant has not submitted a Pedestrian Environment Review System (PERS), however pedestrian routes to and from the site are not known to be in a particularly bad condition, and the nearest pedestrian crossings have tactile paving and dropped kerbs for pedestrians. Streets around the site have an appropriate provision of street lighting. Some improvements to surfaces and other improvements could, however, be made to pavements surrounding the application site, and it is noted that parts of the Dove Road pavement are narrow, especially when items are left leaning against the wall of Leroy house. Paragraph 12.7 of the applicant's Planning Statement notes the

poor quality of the existing public realm on Dove Road. CIL moneys associated with the proposed development could be spent on improvements to pedestrian routes to and from the development, should any deficiencies be identified at a later date or following a more thorough assessment.

- 10.176 It is recommended that a Demolition and Construction Management and Logistics Plan (DCMLP), updating and expanding upon the submitted Construction Management Plan, be secured by condition (21). This would need to account for potential cumulative impacts and logistics implications, should any planning permissions for developments at nearby sites be implemented or progressed at the same time.

Servicing

- 10.177 The applicant's Transport Assessment confirms that Leroy House is currently serviced partly on-street from Dove Road, and partly from a roller-shuttered loading bay within the building envelope, accessed from Dove Road. Previous surveys carried out by the applicant found that Leroy House generated between 35 and 51 servicing vehicle trips a day. These include three visits to the site per week by the applicant's private refuse collector.
- 10.178 The submitted Delivery and Servicing Plan states that servicing would be carried out from the existing off-street loading bay (which would be retained), from a stretch of Dove Road where single yellow lines exist, and from a new on-street loading bay proposed on Dove Road directly outside the four/five-storey extension. Based on earlier survey data, the applicant predicts an additional 15 to 25 servicing vehicle trips each day in connection with the proposed development. These are predicted to be mostly couriers dropping off small, individual packages, mostly staying at the site for approximately five minutes for each visit. Refuse vehicles would continue to stop on Dove Road, and a dropped kerb to Dove Road would be retained to facilitate the movement of bins from the proposed refuse store. All movements, including reverse movements into the off-street loading bay, would be managed by on-site staff. Suppliers would be required to pre-book delivery slots, deliveries would be programmed to avoid refuse collections, and drivers would be required to switch vehicle engines off during loading and unloading. Provisions for the monitoring and review of the applicant's Delivery and Servicing Plan have also been proposed by the applicant.
- 10.179 These proposed arrangements for vehicle movements are considered acceptable in highways and amenity terms, given the low levels of vehicular traffic to Dove Road. Although Development Management Policy DM8.6 and supporting paragraph 8.40 set out a preference for on-site servicing of major developments, in this case it is accepted that such a provision would render the proposed development unacceptable in townscape and land use terms.
- 10.180 It is recommended that the commitments set out in the submitted Delivery and Servicing Plan (DSP) be secured by condition (23).
- 10.181 The submitted ground floor plan (P00 100) shows a single refuse store in the south elevation of Leroy House, accessed from Dove Road via an existing door and the retained loading bay door. This refuse store would be approximately 53sqm in size.

The applicant's Waste Management Strategy proposes a weekly storage capacity of 37,020 litres (37.02 cubic metres) with 70% of this provided for recycling, despite only 22 cubic metres being required for the 8,207sqm (GIA) of B1 floorspace that would exist at this site (note that the council's current Recycling and Refuse Storage Requirements set out a standard of 2.6 cubic metres per 1,000sqm of B1 floorspace). It is considered that the refuse store would be adequately sized to ensure that waste need not be stored outside on the pavement, and dragging distances would be minimal. Recommended condition 24 requires the provision of the refuse store prior to first occupation, requires at least 50% of the proposed capacity to be retained for the storage of separated waste for recycling, and – even though the proposed café would be ancillary to the building's B1 use – requires separate storage (within the refuse store) for that facility.

Fire Safety

- 10.182 Part B of the London Plan policy 7.13 states that development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire. Although matters relating to fire safety are relevant to the Building Regulations, certain fire safety measures may have implications relevant to planning.
- 10.183 Section 10 of the submitted Design and Access Statement sets out the applicant's fire safety strategy. This notes that, as the building is less than 30m in height, no sprinkler system is required, nor are compartment floors (however a 60-minute compartment floor is proposed between the additional storey and the existing building). The applicant notes that, as no floor would be above 18m, only 60-minute compartmentation is required vertically between the four/five-storey extension and the existing building, and that there is no requirement for a firefighting shaft. The applicant further notes that no dedicated smoke ventilation is required from the existing basement, protected staircases and lobbies would achieve 30-minute fire rating, and service risers and shafts would achieve 60-minute fire rating.
- 10.184 An alternative means of escape is required for every storey above 11m, and the existing building's two escape stair cores would be retained as part of the proposed development. As one of these stair cores currently extends down to basement level, protective measures may be required at basement or ground floor level, however there is no reason to suggest this could not be achieved without losing employment floorspace or unacceptably restricting access inside the building.
- 10.185 The applicant has not provided details of the extent of unprotected area to the proposed development's elevations (justification and calculation will be required in relation to the extent of unprotected area in the proposed elevations relative to the surrounding streets' widths), however the applicant would be required to either remain within the limits set out in the Building Regulations, or would need to implement compensatory measures such as compartment floors or a sprinkler system.
- 10.186 The London Fire and Emergency Planning Authority have not responded to the council's consultation.
- 10.187 It must be noted that the fire safety information set out by the applicant is not normally provided at planning application stage, and if some amendments to the proposed development (in the form of internal reconfiguration) are required in order to comply

with the Building Regulations, there appears to be scope for doing this without rendering the development unacceptable in planning terms. For example, adjustments could be made to the building's internal configuration whilst ensuring the proposed development would still provide adaptable, accessible employment floorspace of a sufficiently high quality.

- 10.188 It is noted that fire brigade access to more than 15% of the site's perimeter (from the street) would be available.
- 10.189 Spaces for the storage of mobility scooters would need to be provide within fire-rated enclosures with appropriate ventilation to the outside. Section 7.0 of the applicant's Waste Management Strategy notes that the propose refuse store would need to be constructed within a fire compartment structure, with walls constructed of non-combustible materials.
- 10.190 The external materials proposed for the development's elevations are not known to be flammable.
- 10.191 It is considered that the fire safety implications of the proposed development have been considered as far as is necessary and appropriate at this stage, given the extent to which these matters can be considered as part of the planning process without duplicating assessments that will be carried out at a later, detailed design stage with regard to the Building Regulations.
- 10.192 An informative (6), advising the applicant to contact the council's Building Control team in relation to fire safety, is recommended.

Contaminated Land and Air Quality

- 10.193 Historic maps and photographs indicate that the site's car park was previously occupied by housing, a post office, a public house, and warehousing. Other uses and activities may have also been carried out, however the site is not known to be heavily polluted. The likelihood of a pollution linkage (between staff and visitors and any contamination that may exist on site) would be limited, however a condition (26) is recommended, requiring the implementation of measures in the event that unsuspected contamination is discovered during works.
- 10.194 The whole of the borough has been designated by the council as an Air Quality Management Area. It is recommended that, for the proposed development's construction phase, the submission, approval and implementation of a Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including in relation to air quality, dust, smoke and odour) be secured by condition (22). This would help ensure that the proposal would not detrimentally impact upon the amenity of the neighbouring occupiers with regard to air quality. Emissions from non-road mobile machinery would also need to be addressed in submissions made pursuant to condition 22.
- 10.195 The proposed development includes no on-site combined heat and power (CHP) facility or other potentially significant source of air pollution. For the development's operational phase, therefore, it is considered that conditions controlling emissions are not necessary.

10.196 The council's Pollution Team noted that the proposed development's occupiers may be at the site for an eight- or ten-hour working day, and recommended condition 9, requiring details of measures to minimise the development's future occupiers' exposure to air pollution.

Planning Obligations, Community Infrastructure Levy and Local Finance Considerations

Community Infrastructure Levy

10.197 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) would be chargeable on the proposed development on grant of planning permission. This is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

Section 106 agreement

10.198 Officers have advised the applicant that a Section 106 agreement including relevant Heads of Terms would be necessary in order to adequately mitigate the impacts of the proposed development. The necessary Heads of Terms are:

- The repair and reinstatement of the footways and highways adjoining the development. 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.
- The removal of redundant existing dropped kerbs and the introduction of a new dropped kerb, to be paid for by the applicant and carried out by LBI Highways.
- Compliance with the Code of Employment and Training.
- Payment towards employment and training for local residents of a sum of £21,942, or delivery of employment and training initiatives (subject to the council's agreement) to an equivalent financial value.
- Facilitation, during the construction phase of the development, of 3 work placements. The placements must last a minimum of 26 weeks. The council's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage. If these placements are not provided, a fee of £15,000 to be paid to the council.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2,357, 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.
- The provision of four additional accessible parking bays or a contribution towards bays or other accessible transport initiatives of £8,000.

- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £47,012.
- Future-proofing of any on-site heating/hot water system so that the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- Adherence to the approved Travel Plan, including in relation to reporting.
- Car-free development.
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

10.199 All payments to the council would be index-linked from the date of Committee and would be due upon implementation of the planning permission.

10.200 The applicant has suggested that, in lieu of a £21,942 payment towards employment and training for local residents, employment and training initiatives to an equivalent financial value could be delivered via a third party going by the name XLP (or "The eXcel Project", a charity that specialises in youth work in London), subject to the agreement of the council. This proposal was discussed at length (during the life of the previous application) between the applicant and the council's Infrastructure and S106 Officer (Employment Skills and Culture division). Officers have accepted the principle of allowing the applicant to deliver employment and training initiatives instead of a financial payment, but required details of what kind of initiatives would be provided and how the proposed provision would be quantified. In response, the applicant confirmed that the following would be made available to young people within the Canonbury ward:

- Project 1 (XL-R8 mobile youth club, provided on board a converted double-decker bus) – 50 sessions made available on the Marquees Estate;
- Project 2 (X-Mobile converted police riot van, where coaching sessions for small groups are provided) – 60 sessions made available on the Marquees Estate;
- Project 3 (A2E (access to employment) project involving mentoring and training for young people currently seeking employment or not in education, employment or training) – 6 places on the Workspace Inspires Me training programme as well as ongoing 1-2-1 support to go to ward residents; and
- Project 4 (residential) – 6 places on XLP summer camp to go to ward residents and 20 places on weekenders.

10.201 Of note, the £21,942 sum would not fund all of the above. The delivery of these initiatives is also reliant on funding from the Big Lottery Fund, the Vivendi Create Joy Fund, and the City of London Corporation.

10.202 The abovelisted proposals are welcomed, however full details would need to be submitted to and approved by the council at a later date, and it is recommended that the relevant Section 106 agreement be worded to require the payment of the employment training contribution should the proposed initiatives not be delivered.

10.203 On 23/10/2017, the applicant agreed to the inclusion of the above Heads of Terms in a Section 106 agreement.

National Planning Policy Framework

10.204 Paragraph 17 of the NPPF sets out 12 core planning principles that should underpin decision-taking. The current proposal is strong in relation to the principles relating to the reuse of land and achieving high quality design. With the recommended conditions and Section 106 agreement, the proposed development would go some way towards addressing the NPPF's core principle related to addressing climate change. The proposal is not considered to be fully compliant in relation to the principle relating to achieving a good standard of amenity for existing occupants.

10.205 In the final balance of planning considerations set out below, officers have also considered the proposal in the context of the presumption in favour of sustainable development set out in the NPPF.

Other Matters

10.206 The applicant proposes limited excavation at the western end of the site to enable the ground floor of the proposed four/five-storey extension to be level with that of the existing building. Although excavation of only 1.25m (maximum, to accommodate the 1.1m difference between the finished floor level of the four/five-storey extension and pavement level, and a 0.15m slab, but not including pile caps or piles) is proposed, and although this is an island site and is separated from adjacent buildings by highways (which potentially reduces risks of damage to adjacent buildings – including the Grade II* listed St Paul's Church – during excavation works), in accordance with Islington's Basement Development SPD, the submission and assessment of a Structural Method Statement was necessary.

10.207 The applicant proposes to install temporary steel piles to shore up the surrounding pavements during excavation. The applicant then proposes to erect 0.25m thick reinforced concrete retaining walls around the perimeter of the excavated area. These would sit at the foot of the four/five-storey extension.

10.208 As confirmed at paragraph 6.4 of Islington's Basement Development SPD, the council (as Local Planning Authority) is not required to approve a technical solution for a development proposal in relation to structural stability, but is keen to ensure that such issues have been sufficiently evaluated and responded to in a design, and to ensure that this process has been undertaken by a suitably qualified and experienced professional. It is noted that the applicant's report was prepared by a Member of the Institute of Civil Engineers. A relevant condition (18), requiring the retention of a suitably qualified professional during excavation and construction, is recommended in accordance with paragraph 6.10 of the SPD.

10.209 Temporary piles are proposed during construction works, therefore it is recommended that Thames Water's proposed condition regarding piling be applied (condition 28).

10.210 The impact of the proposed development upon adjacent property values is not a material planning consideration, and planning permission cannot be withheld on these grounds.

11 SUMMARY AND CONCLUSION

Summary

- 11.1 The benefits of the proposed development must be noted. These include the provision of new business floorspace including floorspace suitable for occupation by micro or small enterprises, the formalisation of refuse and cycle storage, and surface water run-off improvements. CIL contributions towards transport and other infrastructure, and Section 106 obligations, although required in order to mitigate the impacts of the development, would also benefit existing residents and visitors to the area.
- 11.2 These benefits must, however, be weighed against the shortcomings of the proposed development, the material harm that the proposed development would cause, and the development's non-compliance with development plan policies. Officers' primary concerns relate to the impacts of the proposed development upon the amenities of some neighbouring properties, and the harm the additional storey would cause to the existing building and the setting of the Canonbury Conservation Area and the Grade II listed 178-190 Balls Pond Road.
- 11.3 The comments made by residents and neighbouring businesses have been considered, as have responses from consultee bodies. It is considered that the concerns raised have been sufficiently addressed. The pre-application comments of the DRP have also been sufficiently addressed, such that the proposed development did not need to be considered again by the DRP.
- 11.4 It must be noted that the statutory starting point in the council's assessment of planning applications is to assess them against all relevant Development Plan policies and other material considerations, then to determine them in accordance with the plan as a whole unless material considerations indicate otherwise.
- 11.5 In this case, the benefits of the proposed development have been given due consideration, and are considered to outweigh those shortcomings of the development which cannot be adequately mitigated through the use of conditions and the provisions of a Section 106 agreement.
- 11.6 Although it would not be appropriate to simply compare the current proposal against the previously-proposed development, it is noted that the development now proposed represents a significant improvement, and that the council's 2016 reasons for refusal have been adequately addressed.
- 11.7 In conclusion, given the proposed development's adequate level of compliance with planning policies (including those of the NPPF and the London Plan), on balance it is recommended that planning permission be granted.

Conclusion

- 11.8 It is recommended that planning permission be granted subject to conditions and Section 106 agreement Heads of Terms as set out in Appendix 1 – RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That planning permission be granted 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:

- The repair and reinstatement of the footways and highways adjoining the development. 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.
- The removal of redundant existing dropped kerbs and the introduction of a new dropped kerb, to be paid for by the applicant and carried out by LBI Highways.
- Compliance with the Code of Employment and Training.
- Payment towards employment and training for local residents of a sum of £21,942 or delivery of employment and training initiatives (subject to the council's agreement) to an equivalent financial value.
- Facilitation, during the construction phase of the development, of 3 work placements. The placements must last a minimum of 26 weeks. The council's approved provider/s to recruit for and monitor placements, with the developer/contractor to pay wages. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage. If these placements are not provided, a fee of £15,000 to be paid to the council.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2,357, 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.
- The provision of four additional accessible parking bays or a contribution towards bays or other accessible transport initiatives of £8,000.
- A contribution towards offsetting any projected residual carbon dioxide emissions of the development, to be charged at the established price per tonne of carbon dioxide for Islington (currently £920). Total amount: £47,012.
- Future-proofing of any on-site heating/hot water system so that the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.
- Adherence to the approved Travel Plan, including in relation to reporting.
- Car-free development.
- Council's legal fees in preparing the Section 106 agreement and officer's fees for the preparation, monitoring and implementation of the Section 106 agreement.

That, should the Section 106 Deed of Planning Obligation not be completed within the Planning Performance Agreement timeframe 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 of London) 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 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:

List of Conditions:

1	Commencement (Compliance)
	<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>
2	Approved plans and documents list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans and documents:</p> <p>P00 099 P00 100 P00 101 P00 102 P00 103 P00 104 P00 105 P00 106 P01 021 rev A P01 022 rev A P01 132 rev A P03 022 rev A P03 131 P03 133 P03 134 P05 001 P05 002</p>

	<p>P05 003 Planning Statement (Lichfields, August 2017) Design and Access Statement (Piercy and Company, August 2017) Heritage, Townscape and Visual Impact Assessment (Lichfields, August 2017) Daylight and Sunlight Report (GL Hearn, 04/08/2017) Environmental Noise Survey (Hoare Lea, 27/07/2017, rev 04) Health Impact Assessment screening (undated) Air Quality Assessment (WYG, August 2017) Preliminary Ecological Appraisal (Greengage, July 2017) Tree Survey and Arboricultural Impact Assessment (Greengage, July 2017) Statement of Community Involvement (Quatro, July 2017) Transport Assessment (Caneparo Associates, July 2017) Workplace Travel Plan (Caneparo Associates, July 2017) Delivery and Servicing Plan (Caneparo Associates, July 2017) Waste Management Strategy (Etude, July 2017, rev B) Energy Statement (Etude, July 2017, rev B) as amended by Draft Green Performance Plan (Etude, July 2017, rev C) and Energy Technical Note (Etude, 23/10/2017, rev F) Sustainability Statement (Etude, July 2017, rev B) Drainage and Surface Water Statement (Heyne Tillett Steel, 19/07/2017, rev A) Mechanical, Electrical and Public Health Engineering Services Stage 2 Report (Hoare Lea, July 2017, rev P1) Structural Method Statement (Heyne Tillett Steel, 19/07/2017, rev A) Construction Management Plan (Knight Build, July 2017, rev 02) XLP/Workspace Islington Proposal (08/09/2017)</p> <p>REASON: For the avoidance of doubt and in the interest of proper planning.</p>
3	Materials and samples (Details)
	<p>CONDITION: A Green Procurement Plan for sourcing the materials to be used in the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. 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. The materials shall be procured and the development shall be carried out strictly in accordance with the Green Procurement Plan so approved.</p> <p>Details of all facing materials including samples shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details and samples shall include:</p> <ul style="list-style-type: none"> a) brickwork, bond and mortar courses (sample panel to be provided on site); b) metal (or other) cladding panels (including details of the edge and seams/gap treatments, method(s) of fixing, and any profiling); c) windows and doors; d) roofing materials; and e) any other materials to be used on the exterior of the development.

	<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 interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard and contributes positively to the significance of heritage assets.</p>
4	Roof-level structures (Details)
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, enclosures, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. 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 any roof-level structures do not have a harmful impact on the surrounding streetscene, the character and appearance of the area, or the settings and significance of heritage assets.</p>
5	Window and door reveals (Compliance)
	<p>CONDITION: All windows and doors of the four/five-storey extension hereby approved shall be set within reveals no less than 200mm deep unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard, to ensure sufficient articulation in the elevations, and to ensure the development contributes positively to the significance of heritage assets.</p>
6	External pipes, cables and CCTV (Compliance and Details)
	<p>CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the development hereby approved.</p> <p>Should external cables, plumbing, down pipes, rainwater pipes, foul pipes and/or CCTV cameras or related equipment be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard, and to ensure the development contributes</p>

	positively to the significance of heritage assets.
7	Security and general lighting (Details)
	<p>CONDITION: Notwithstanding the approved drawings listed under condition 2, details of general or security outdoor lighting (including full specification of all luminaries, lamps and support structures) and measures to prevent losses of amenity caused by internal illumination shall be submitted to and approved in writing by the Local Planning Authority prior to superstructure works commencing on site.</p> <p>The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development hereby approved and 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 interests of good design, security and protecting neighbouring and future residential amenity and future habitats from undue light-spill.</p>
8	Use of roofs (Compliance)
	<p>CONDITION: No parts of the roofs of the development hereby approved shall be used as outdoor amenity areas.</p> <p>REASON: To ensure that the amenity of neighbouring residential properties is not adversely affected.</p>
9	Air quality – staff exposure (Details)
	<p>CONDITION: Prior to the commencement of superstructure works, a report detailing measures to minimise the exposure of the development’s occupiers to air pollution 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 measures 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 staff exposure to air pollution is minimised.</p>
10	Inclusive design (Details)
	<p>CONDITION: Details including floorplans, sections and elevations at a scale of 1:50 shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any of the part of the development hereby approved. The details shall include:</p> <ul style="list-style-type: none"> • accessible WC provision; • public entrances including sections showing level access, door furniture, door opening weights and manifestations to glazing; • space for the storage and charging of mobility scooters; • details of accessible changing facilities for staff; • details of evacuation arrangements for people with disabilities; • details of a second means of access between the entrance lobby and ground

	<p>floor when the lift is out of service; and</p> <ul style="list-style-type: none"> • details of how the development would comply with the relevant parts of the Inclusive Design in Islington SPD <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.</p> <p>REASON: To ensure the development is of an inclusive design.</p>
11	Disabled parking bays and drop-off (Details)
	<p>CONDITION: A survey identifying appropriate and available locations for additional disabled parking bays within the vicinity of the site, and details of where on-street drop-off could be provided for employees and visitors with disabilities, shall be submitted to and approved in writing by the Local Planning Authority prior to first occupation of the development hereby approved.</p> <p>REASON: To ensure adequate provision of parking for residents with disabilities.</p>
12	Cycle parking (Compliance and Details)
	<p>CONDITION: Detailed drawings and specifications of the bicycle storage area, and the racks within it, shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. 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 bicycle storage area, which shall be secure and provide for no less than 98 cycles (including 2 for accessible or recumbent cycles) shall be provided prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate and suitable bicycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
13	Micro and small enterprises (Compliance)
	<p>CONDITION: A minimum of 215sqm (GIA) of floorspace shall be provided in units of up to 90sqm (GIA) in size and shall be provided as accommodation suitable for occupation by micro and small enterprises prior to the occupation of any part of the development, shall be maintained as such in accordance with the details hereby approved, and no change therefrom shall take place without the prior written approval of the Local Planning Authority. These units shall not be amalgamated nor shall they be incorporated into the remainder of the office floor area.</p> <p>REASON: To ensure adequate provision of business accommodation suitable for occupation by micro and small enterprises.</p>
14	Landscaping (Details)

	<p>CONDITION: A landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> • details of tree protection measures and working methods (in accordance with BS5837/2012 – Trees in Relation to Demolition, Design and Construction) for the two trees to be retained on Balls Pond Road; • existing and proposed underground services and their relationship to landscaping and tree planting; • proposed trees, their location, species and size at planting; • tree pit details; • modular system providing adequate soil volume for the tree planting; • hard landscaping, including surface treatment, permeability, drainage, kerbs, edges, unit paving, furniture and lighting; and • any other landscaping feature(s) forming part of the scheme. <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>
15	Biodiversity enhancements (Compliance and Details)
	<p>CONDITION: Details of bat and bird nesting boxes/bricks and log piles for invertebrates shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details to be submitted and approved shall include the exact location, specification and design of the installations, and shall include specific swift nest boxes.</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 therefrom shall take place without the prior written consent of the Local Planning Authority. The boxes/bricks and log piles shall be installed prior to the first occupation of the development hereby approved.</p> <p>REASON: To ensure the development provides the maximum possible provision in respect of the creation of habitats and valuable areas for biodiversity.</p>
16	Green roofs (Details and Compliance)

	<p>CONDITION: Notwithstanding the plans hereby approved, details of green roofs to the development hereby approved (including details of the extent of green roofs, and the species to be planted/seeded) shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The green roofs shall:</p> <ul style="list-style-type: none"> • form biodiversity-based roofs with extensive substrate bases (depth 80-150mm); • cover at least all of the areas shown in the drawings hereby approved, confirmed by a location/extent plan; and • be planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works. <p>An explanation as to why any areas of roof would not be covered with green roofs shall be included with the above details.</p> <p>The green roofs 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 development shall be carried out 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 the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity, to protect neighbouring privacy, and to ensure surface water run-off rates are reduced.</p>
17	Sustainable urban drainage (Details)
	<p>CONDITION: All water attenuation measures set out in the Drainage and Surface Water Statement (Heyne Tillett Steel, 19/07/2017, rev A) shall be implemented, and a run-off rate of 50l/s/ha shall be achieved for the relevant part of the site, prior to occupation of the four/five-storey extension hereby approved. The water attenuation measures 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 the development achieves appropriate surface water run-off rates.</p>
18	Excavation works (Compliance)
	<p>CONDITION: The author of the Structural Method Statement (Heyne Tillett Steel, 19/07/2017, rev A) hereby approved (or a suitably qualified person with relevant experience) shall be retained throughout the duration of excavation and ground-level structural works.</p> <p>REASON: To ensure the necessary expertise is available to inform decision making throughout the demolition, excavation and construction process.</p>
19	BREEAM (Compliance)

	<p>CONDITION: All new employment floorspace within the development hereby approved shall achieve a BREEAM (2014) New Construction Scheme rating of no less than “Excellent”.</p> <p>REASON: In the interests of sustainable development and addressing climate change.</p>
20	<p>Energy/carbon dioxide reduction (Compliance)</p> <p>CONDITION: The development hereby approved shall be implemented in accordance with all the measures set out in the Energy Statement (Etude, July 2017, rev B) as amended, and shall provide for no less than a 27.9% on-site total (regulated and unregulated) carbon dioxide reduction in comparison with total emissions from a building which complies with Building Regulations 2013. All the measures set out in the Energy Statement as amended 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 interests of sustainable development and to ensure that the Local Planning Authority may be satisfied that the relevant carbon dioxide reduction target is met.</p>
21	<p>Demolition and Construction Management and Logistics Plan (Details)</p> <p>CONDITION: No demolition shall take place unless and until a site-specific Demolition and Construction Management and Logistics Plan (DCMLP) has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The DCMLP shall include measures to protect street trees to be retained on the footway of Balls Pond Road. The development shall be carried out strictly in accordance with the approved DCMLP throughout the demolition and construction period.</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>
22	<p>Construction Environmental Management Plan (Details)</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, emissions from non-road mobile machinery, vibration, light pollution and TV reception) 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.</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.</p> <p>REASON: In the interests of residential and local amenity, and air quality.</p>

23	<p>Delivery and Servicing Management Plan and Waste Management Plan (Details)</p>
	<p>CONDITION: An updated Delivery and Servicing Management Plan (DSMP), including a Waste Management Plan (WSP), shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The DSMP shall include details of all servicing and delivery requirements, including details of how waste (including recyclable waste) would be transferred and collected, and shall confirm the timings of all deliveries and collections from service vehicles.</p> <p>The development shall be carried out strictly in accordance with the DSMP (including the WSP) so approved.</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>
24	<p>Waste storage (Compliance)</p> <p>CONDITION: The dedicated refuse store hereby approved shall be provided prior to first occupation of the development hereby approved, shall include:</p> <ul style="list-style-type: none"> • 50% of its capacity dedicated to the storage of recyclable materials; • dedicated storage for refuse generated by the ancillary café hereby approved; and • facilities for the recycling of food/compostable waste <p>and shall be maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure the necessary physical waste storage to support the development is provided.</p>
25	<p>Plant noise (Compliance and Details)</p> <p>CONDITION: The design and installation of any new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq,T}$ 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 $L_{AF90,Tbg}$. The measurement and/or prediction of the noise shall be carried out in accordance with the methodology contained within BS 4142:2014.</p> <p>A report to demonstrate compliance with the above requirements and prepared by an appropriately experienced and qualified professional shall be submitted to and approved by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the scheme and report so approved prior to first occupation, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the</p>

	<p>Local Planning Authority.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
26	Site contamination (Details)
	<p>CONDITION: If, during works, contamination not previously identified is found to be present at the site, no further development shall be carried out (unless otherwise agreed in writing with the Local Planning Authority) until a remediation strategy has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be implemented as approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>All soils used for landscaping shall be clean and free of contamination.</p> <p>REASON: Previous industrial and/or commercial activities at this site may have resulted in contaminated soils and groundwater, and potential contamination must be investigated and a risk assessment carried out to determine impacts.</p>
27	Servicing and deliveries and café hours (Compliance)
	<p>CONDITION: Loading or unloading of vehicles in association with the development hereby approved (in its operational phases) shall only occur between the hours of 08:00 and 18:00 Monday to Saturdays, and at no times on Sundays or Bank Holidays.</p> <p>The ancillary café hereby approved shall be open to customers only between the hours of 07:00 and 23:00 Mondays to Saturdays, and 10:00 and 18:00 Sundays and Bank Holidays.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
28	Piling (Details)
	<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 sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>REASON: Works are proposed in close proximity to underground sewerage utility infrastructure, and piling has the potential to impact on local underground sewerage utility infrastructure.</p>

List of Informatives:

1	<p>Section 106 Agreement</p> <p>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.</p>
2	<p>Definition of ‘Superstructure’ and ‘Practical Completion’</p> <p>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>Community Infrastructure Levy (CIL) (Granting Consent)</p> <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’s Community Infrastructure Levy (CIL) and the Mayor of London’s Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London 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 cil@islington.gov.uk. 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: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <p>Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these unidentified pre-commencement conditions have been discharged.</p>
4	<p>Sustainable Sourcing of Materials</p> <p>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.</p>
5	<p>Thames Water</p> <p>Your attention is drawn to informatives and advice included in Thames Water’s comments of 21/08/2017.</p>
6	<p>Fire Safety</p> <p>It is recommended that you obtain technical advice regarding compliance with</p>

	<p>the Building Regulations (and/including matters relating to fire safety and evacuation) prior to any further design work commencing and prior to the selection of materials. Islington's Building Control team has extensive experience in working with clients on a wide range of projects. Should you wish to discuss your project and how Islington Building Control may best advise you regarding compliance with relevant (building control) regulations, please contact Andrew Marx on 020 7527 2045 or by email on andrew.marx@islington.gov.uk</p>
7	Signage
	<p>For the avoidance of doubt, no signage shown on any of the drawings listed under condition 2 is hereby approved.</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.

Since March 2014 Planning Practice Guidance for England has been published online.

2 Development Plan

The Development Plan comprises the London Plan 2016 (incorporating Minor Alterations), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. 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

Policy 5.20 Aggregates

Policy 5.21 Contaminated land

2 London's places

Policy 2.9 Inner London

Policy 2.18 Green infrastructure: the network of open and green spaces

6 London's transport

Policy 6.1 Strategic approach

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.7 Better streets and surface transport

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.16 Protection and enhancement of social infrastructure

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.13 Parking

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.10 New and emerging economic sectors

Policy 4.12 Improving opportunities for all

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 7.8 Heritage assets and archaeology

5 London's response to climate change

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide

Policy 7.9 Heritage-led regeneration

Policy 7.13 Safety, security and resilience to emergency

emissions
Policy 5.3 Sustainable design and construction
Policy 5.5 Decentralised energy networks
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 5.16 Waste net self-sufficiency
Policy 5.18 Construction, excavation and demolition waste

Policy 7.14 Improving air quality
Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
Policy 7.18 Protecting local open space and addressing local deficiency
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)

Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)
Policy CS10 (Sustainable Design)

Policy CS11 (Waste)
Policy CS13 (Employment Spaces)
Policy CS14 (Retail and Services)
Policy CS15 (Open Space and Green Infrastructure)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

C) Islington's Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive design
DM2.3 Heritage
DM2.6 Advertisements

Shops, culture and services

DM4.3 Location and concentration of uses
DM4.4 Promoting Islington's Town Centres

Employment

DM5.1 New business floorspace
DM5.4 Size and affordability of workspace

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements
DM7.3 Decentralised energy networks
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
DM8.5 Vehicle parking
DM8.6 Delivery and servicing for new developments

Infrastructure

Health and open space

DM6.1 Healthy development
DM6.3 Protecting open space
DM6.5 Landscaping, trees and biodiversity
DM6.6 Flood prevention

DM9.1 Infrastructure
DM9.2 Planning obligations
DM9.3 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:

Islington Local Plan	London Plan
Site Allocation OIS3 Employment Growth Area	n/a

4 Supplementary Planning Guidance (SPG) / Documents (SPD)

The following SPGs and SPDs are relevant:

Islington Local Plan

- Basement Development SPD
- Conservation Area Design Guidelines (Canonbury Conservation Area)
- Development Viability SPD
- Environmental Design SPD
- Inclusive Design in Islington SPD
- Islington Urban Design Guide SPD
- Planning Obligations (Section 106) SPD
- Streetbook SPD

London Plan

- Accessible London: Achieving an Inclusive Environment SPG
- The Control of Dust and Emissions During Construction and Demolition SPG
- London Planning Statement SPG
- Planning for Equality and Diversity in London SPG
- Shaping Neighbourhoods – Character and Context SPG
- Social Infrastructure SPG
- Sustainable Design and Construction SPG
- Use of Planning Obligations in the Funding of Crossrail, and the Mayoral Community Infrastructure Levy SPG

**APPENDIX 3 – DESIGN REVIEW PANEL RESPONSE LETTER DATED
01/06/2017**

CONFIDENTIAL

ATT: Sophie Hitchins
Lichfields
14 Regent's Wharf
All Saints Street
London
N1 9RL

Planning Service
Planning and Development
PO Box 333
222 Upper Street
London
N1 1YA

T 020 7527 2389
F 020 7527 2731
E Luciana.grave@islington.gov.uk
W www.islington.gov.uk

Our ref: DRP/124

Date: 1 June 2017

Dear Sophie Hitchins

ISLINGTON DESIGN REVIEW PANEL

RE: Leroy House, 436 Essex Road, London, N1 3QP (pre-application ref. Q20170459MJR)

Thank you for attending Islington's Design Review Panel meeting on 11 May 2017 for a first review of the above scheme. The proposed scheme under consideration is for alterations and extensions to the existing building, including additional storey above existing building and part 4, part 5 storey extension over car parking 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 Richard Portchmouth, George Saumarez Smith, Martin Pearson and Charles Thomson on 11 May 2017 including a site visit, 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

Panel members generally commended the carefully considered approach, which was thought to be a sophisticated conceptual response to extending the existing building. However, whilst the Panel recognised the concept to be a good starting point, it was felt that there were a number of fundamental issues which need to be resolved around the potential overdevelopment of the site and impact on context. Some panel members also commented that care should be taken not to compromise the qualities of the existing building. The Panel's comments primarily concerned the following key issues:

Relationship with St Paul's Church

The Panel expressed concern that bringing the building line up to the pavement by developing over the existing carpark, would create a significantly different dialogue between Leroy House and the Grade II* listed Church of St Paul than exists. They commented that the open space provides a comfortable and potentially attractive urban square in front of Leroy house. The idea of creating a gateway by giving the extension a civic identity, mirroring the prominence of the church, was not considered to be appropriate by the Panel and is misleading about the

building's function. Panel members were not persuaded that an office building should echo a church in terms of its form or that the church should be a reference for the expression of the proposed extension. The Panel felt that more work was needed with regard to the massing and articulation of this corner of the site. They also encouraged thought to be given to the historic role played by the space in front of Leroy house as an entrance, in relation to the urban grain and as part of the setting of the church. Panel members felt that this might generate ideas of the positive function of the space in front of Leroy House, particularly given the decision which has already been taken to remove the car parking.

Public realm

The Panel suggested that the scheme is not successful where the proposed extension meets the ground, with limited open space and a relatively mean street entrance considering the large numbers of persons that would be using it on a daily basis. Panel members commented that the existing car park has the potential to be a good open space and a greater provision of this would be more desirable from an urban design point of view.

Detailed design

The Panel queried the strategy of a very strong vertical emphasis combined with large areas of blind brickwork chosen for the extension which gives the building a civic/ ecclesiastical character.

Panel members commented that the meeting point of the existing building and the new extension is critical and hoped to see more exploration of how this junction would be treated. This also applies to the roof top addition to the existing building, with the Panel remarking that it needed to feel more connected to the host building. They also felt it should be more clearly detailed and articulated, rather than simply implying the transparency and anonymity of a glass box. Some concerns were also raised over its massing and the Panel suggested it could be less aggressive. Finally, the Panel sought further clarification over the visibility of the rooftop plant in certain views.

Summary

The Panel applauded the architectural approach to the design of the proposed west-end extension, but expressed concerns regarding the relationship it would have with its context in particular the listed church and with the public realm. It was felt that a more appropriate design solution could be achieved by giving these issues further thought. Panel members suggested that further thought should also be given to the roof extension, which was considered to be a much more generic response. The Panel look forward to seeing how the scheme progresses and advised the scheme returned for a second review.

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 cursive script, appearing to read 'Lucy', is enclosed within a rectangular box. The background of the box is a light gray grid pattern.

Luciana Grave
Design Review Panel Coordinator
Design & Conservation Team Manager