



# ISLINGTON

## PLANNING COMMITTEE REPORT

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

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

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

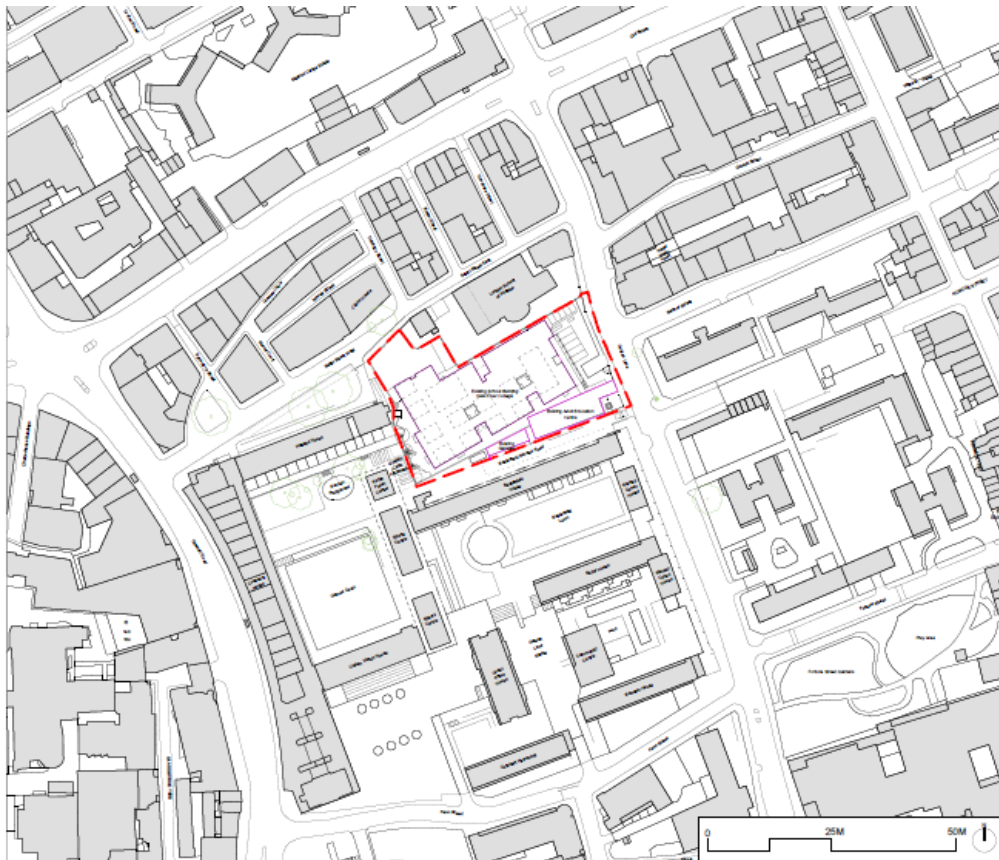
Case Officer	Simon Greenwood
Applicant	Corporation of London
Agent	Montagu Evans – Mr Jon Bradburn

## 1. RECOMMENDATION

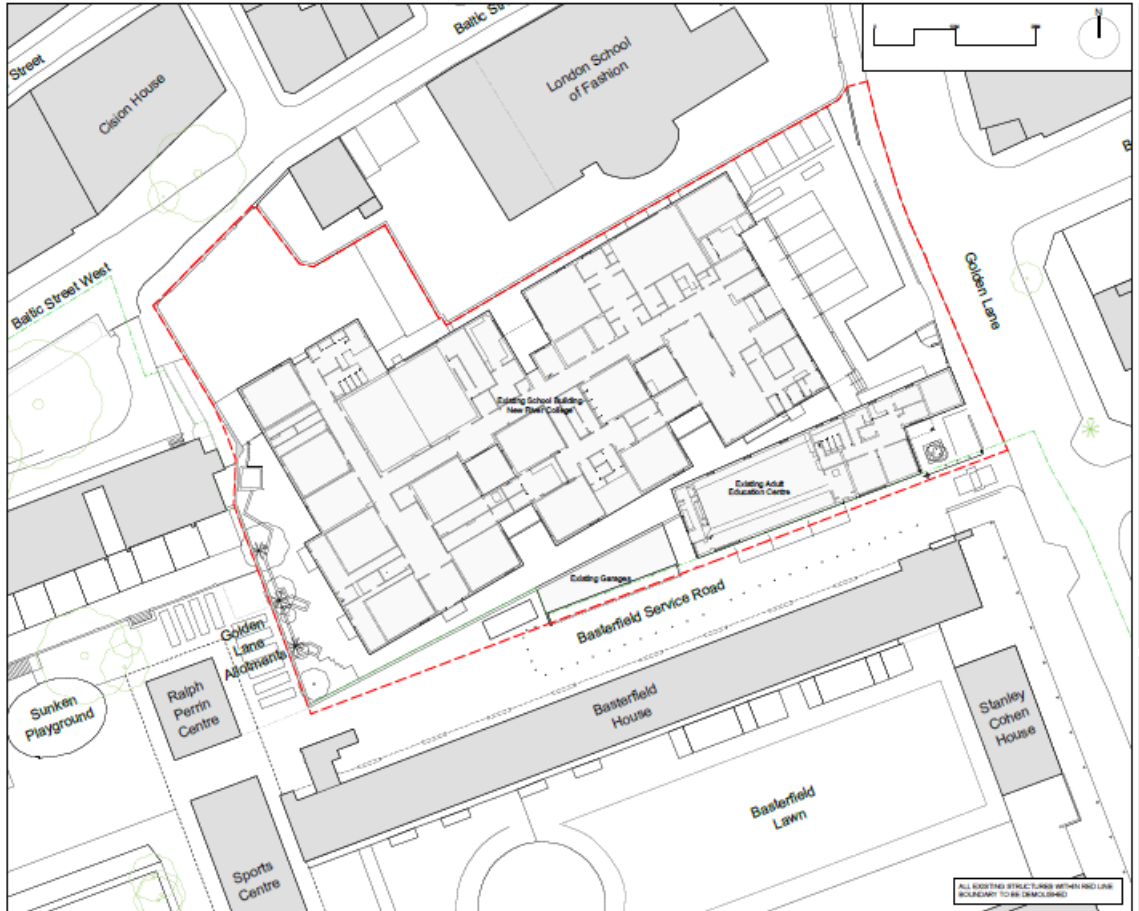
1. The Committee is asked to resolve to **GRANT** planning permission for that part of the proposed development within the London Borough of Islington subject to:
  - a) the conditions set out in Appendix 1; and
  - b) the prior completion of a Deed of Planning Obligation made under section 106 of the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

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

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



### Existing Site Layout / Context Plan



### Aerial View





3. PHOTOS OF SITE/ STREET

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



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



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



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



Baltic Street West frontage of site



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





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



#### 4. SUMMARY

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

## **5. SITE AND SURROUNDINGS**

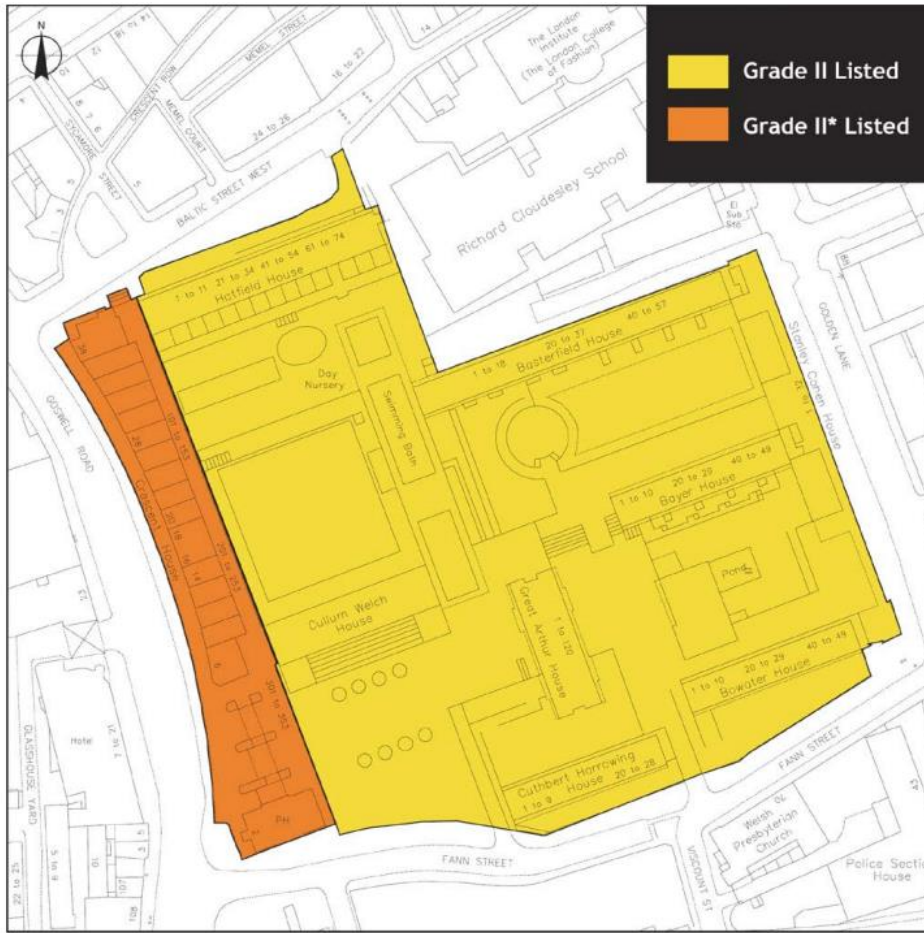
- 5.1 The 0.4 hectare site is currently occupied by predominantly single storey buildings comprising the former Richard Cloudesley School, garages (which include one disabled car parking space), the City of London Community Education Centre and an electricity sub-station.
- 5.2 The former Richard Cloudesley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

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



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

Map of Golden Lane Estate and Extent of Listing



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

Site Ownership





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

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

## 6. BACKGROUND

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

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

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

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

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

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

### **School and Nursery**

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

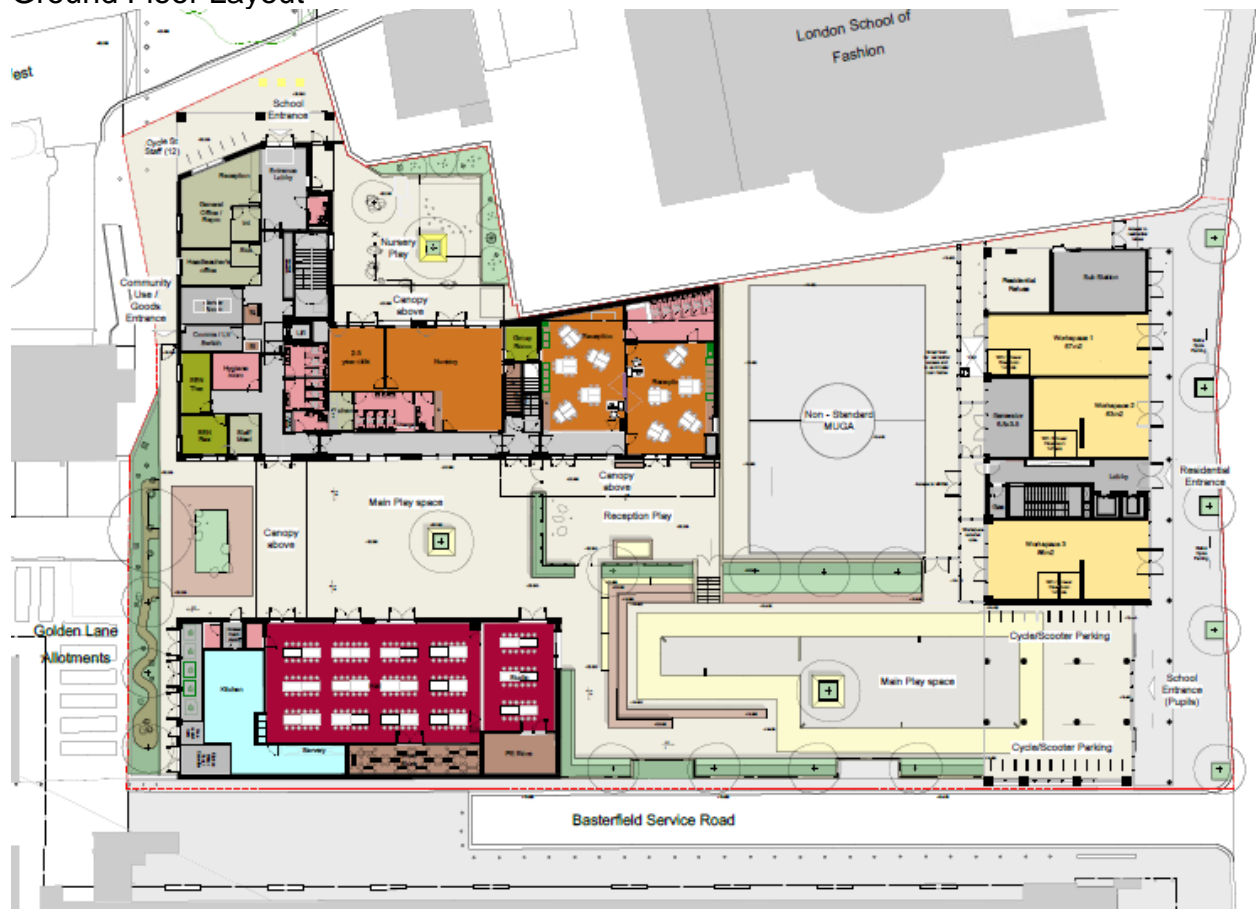
7.3 There would be two cores within the school, one designated for Key Stage 1 pupils (Years 1 and 2) and the other for Key Stage 2 (Years 3, 4 and 5).

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

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

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

## Ground Floor Layout



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

### **Residential Block**

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



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

#### Nomination rights - split between boroughs

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

#### Aerial Illustration (July Submission)



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

#### Revisions

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

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

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

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

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

## **8. RELEVANT HISTORY**

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

## **9. CONSULTATION**

### **Public Consultation**

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

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

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

## **Objections**

### School

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

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

#### Height and massing

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

#### Daylight and Sunlight

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

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

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

#### Residential Amenity

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

#### Noise

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

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

#### The Golden Lane Estate

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

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

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

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

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

#### Public Benefits

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

#### Alternative Plans

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

#### Quality of residential accommodation

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

#### Density and services

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

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

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

#### Fire Safety

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



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

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

#### Parking and Transportation

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

#### Consultation Process

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

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

#### Policy and Guidance

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

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

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

#### Other matters

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

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

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

#### Demolition

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

#### Scale and Massing of New Buildings

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

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

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

#### Design

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

#### Residential Density

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

#### Open Space and trees

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

#### Balance of harm against public benefits

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

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

#### Provision of school

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

#### Provision of Housing

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

#### Provision of Community Facilities

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

#### Optimum Viable Use

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

#### Conclusion

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

## **Support**

### School

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

## Social Housing

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

## Design

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

## Other

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

## Trees and green infrastructure

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



## External Consultees

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

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

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

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

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

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

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

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

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

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

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

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

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

### Other comments

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

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

### Internal Consultees

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

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

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

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

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

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

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

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

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

### View Assessment

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

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

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

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

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

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

#### Conclusion

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

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

Paragraph 134 of the NPPF states that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

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

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

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

### **Other consultees**

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



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

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

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

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

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

9.30 The DRP's feedback is summarised as follows:

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

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

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

9.32 The DRP's feedback is summarised as follows:

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

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

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

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

9.34 The DRP's feedback is summarised as follows:

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

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

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

9.36 The DRP’s observations are detailed as follows:

Height and Impact on Heritage Assets

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

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

#### Relationship between podium and tower

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

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

#### Rooftop parapet

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

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

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

### Ground floor frontage

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

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

### Materials

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

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

### Privacy

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

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

### School Building

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

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

### Summary

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

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

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

- 10.1 Islington Council (Planning Committee), in determining the planning application has the following main statutory duties to perform:

*To have regard to the provisions of the development plan, so far as material to the application and to any other material considerations (Section 70 Town & Country Planning Act 1990);*

*To determine the application in accordance with the development plan unless other material considerations indicate otherwise (Section 38(6) of the Planning and Compulsory Purchase Act 2004);*

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

- 10.2 As the development affects the setting of listed buildings, Islington Council (Planning Committee) is required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990) and;

- 10.3 Paragraph 131 of the NPPF advises:



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

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

10.4 The NPPF states at paragraph 14 that

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

10.5 It further states at Paragraph 2 that:

*“Planning Law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise”.*

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

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

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

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

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

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

### **Development Plan**

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

### **Designations**

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

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

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

### **11. ASSESSMENT**

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

11.2 The main issues arising from this proposal relate to:

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

### **Land-use**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### Educational Need

11.14 Paragraph 72 of the NPPF states that:

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

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

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

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

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

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

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

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

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

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

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

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

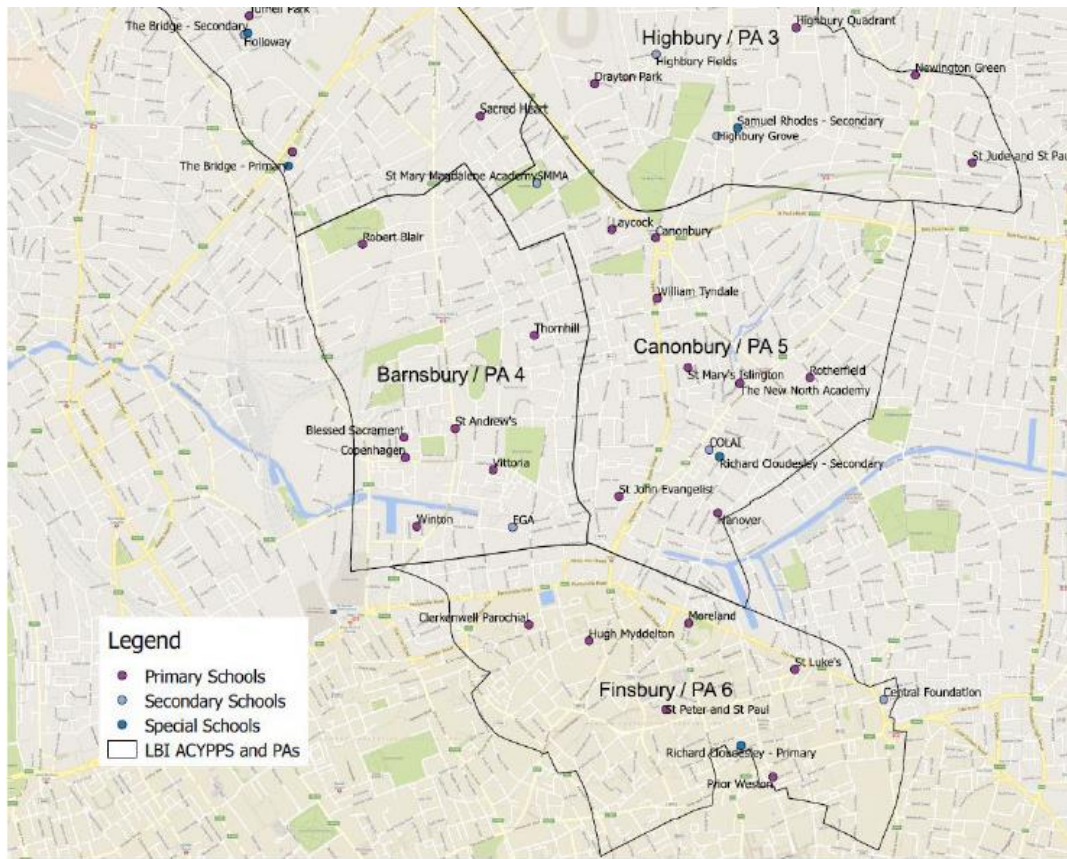
11.18 The Islington 'Primary and Secondary School Roll Projections from 2016/17 to 2030/31' is a report prepared by the Council's Children's Services Division and its purpose is to provide an update on recent trends in the number of, and projected demand for, places at schools in Islington. This document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

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

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

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





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

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

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

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

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

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

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

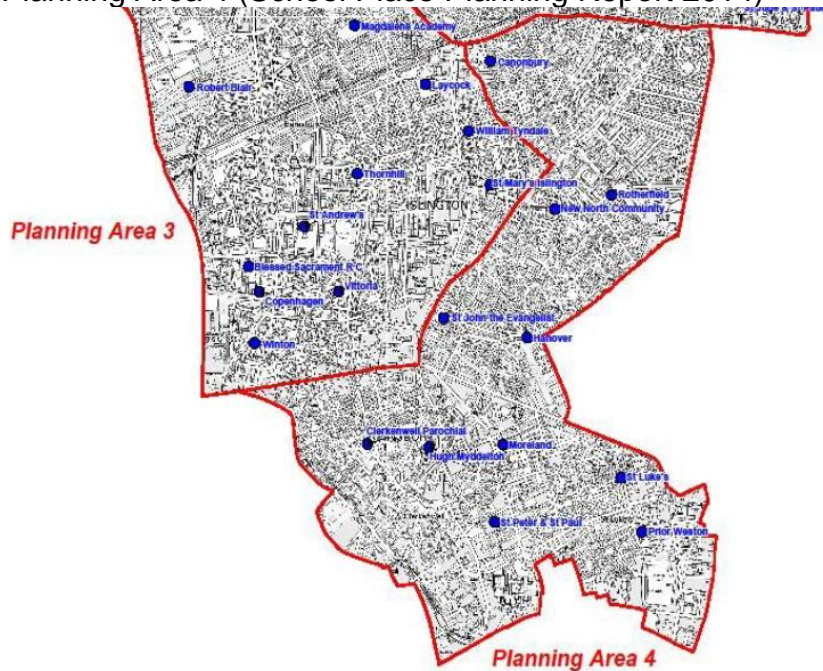
11.23 Paragraphs 6.6 and 6.7 within the document advise that:

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

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

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

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



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

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

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

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

#### Site Allocation

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

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

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

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

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

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

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

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

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

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

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

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

### Housing Need

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### Residential Use

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



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

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

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

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

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

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

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

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

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

#### Principle of Tall Building

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

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

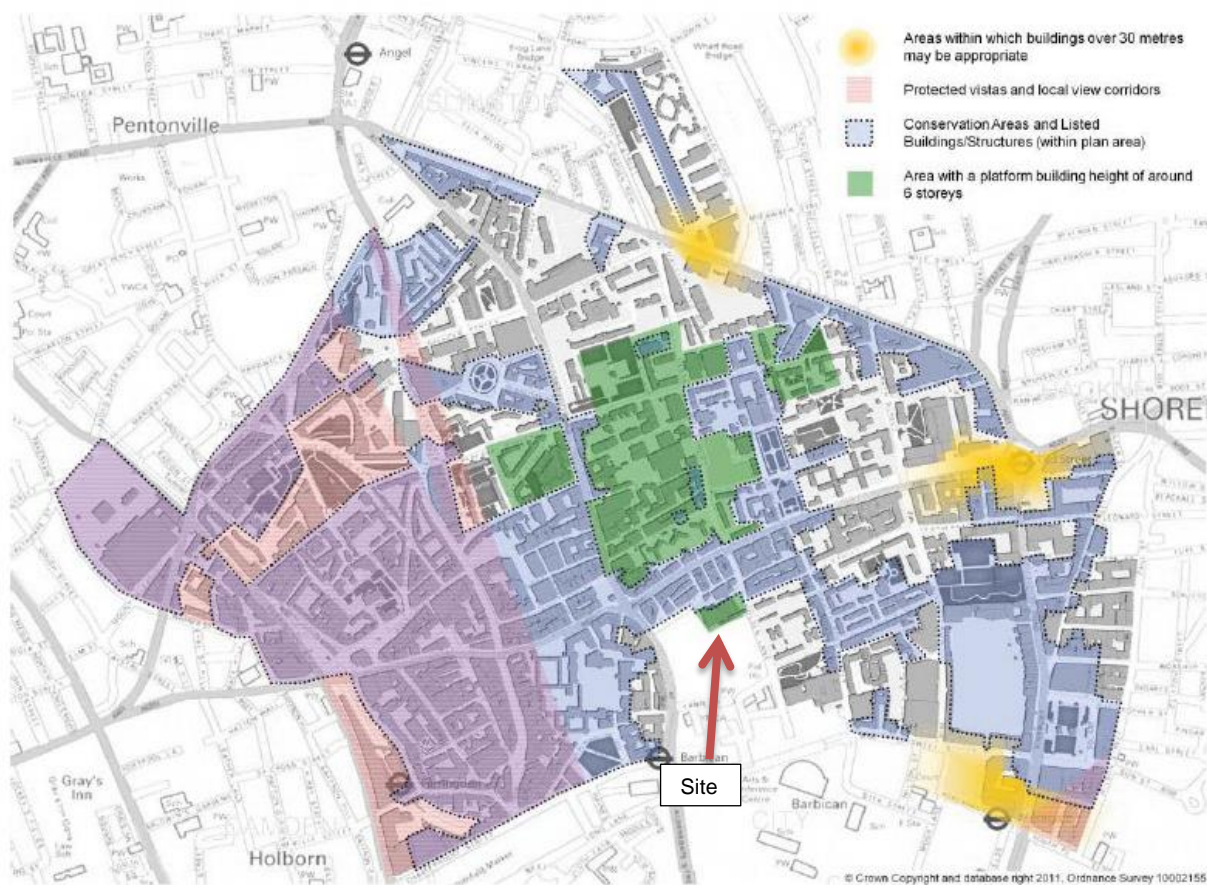
11.62 Policy BC9 of the Finsbury Local Plan is concerned with tall buildings and contextual considerations for building heights and states, inter alia, that:

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

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

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

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



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

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



## Design and Appearance

### Policy Framework

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

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

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

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

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

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

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

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

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

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

*'B. Buildings and structures should:*

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

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

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

*C. Tall and large buildings should:*

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



*D. Tall buildings:*

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

#### Layout

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

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

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

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

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

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

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

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

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

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

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

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

Basterfield Service Road (Existing)



## Basterfield Service Road (Proposed)



### Layout – Main School Buildings and Playspaces

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

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

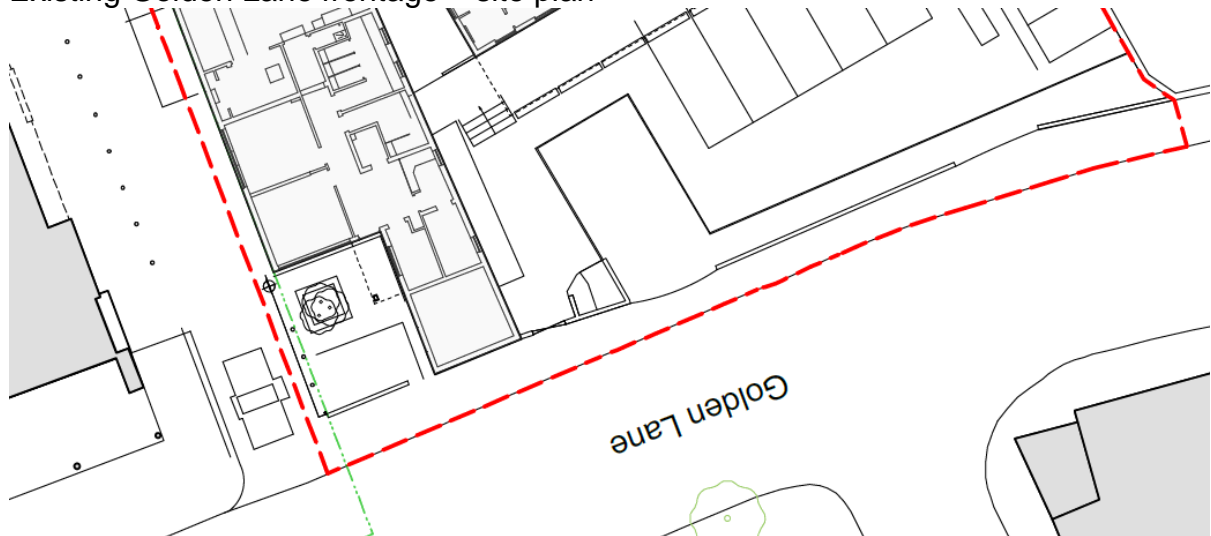
### Layout – Residential Building / Golden Lane Frontage

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

Existing Golden Lane frontage



Existing Golden Lane frontage – site plan



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

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

Podium on Golden Lane frontage



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

Residential block – ground floor layout





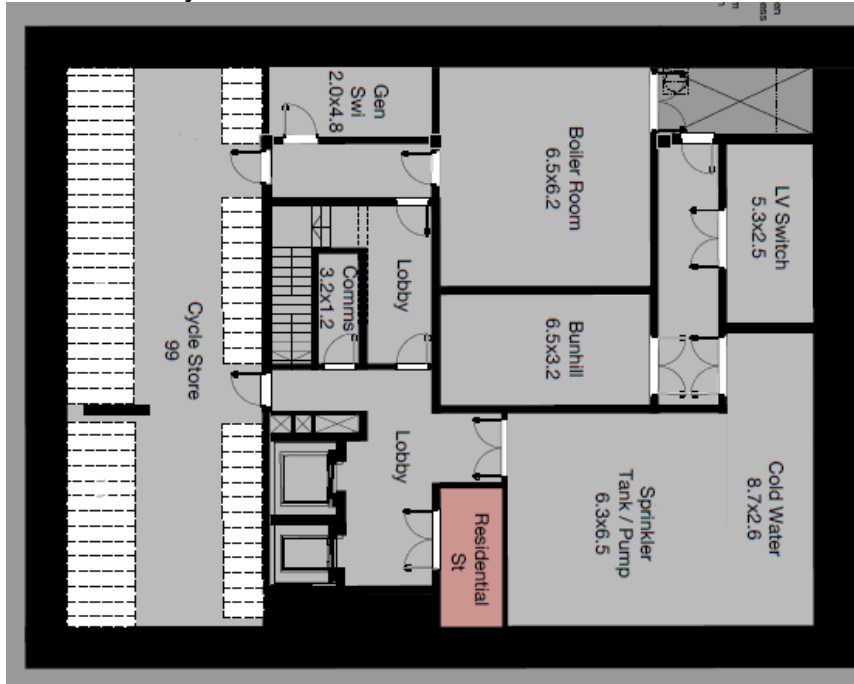
## Ground floor frontage



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



## Basement layout



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

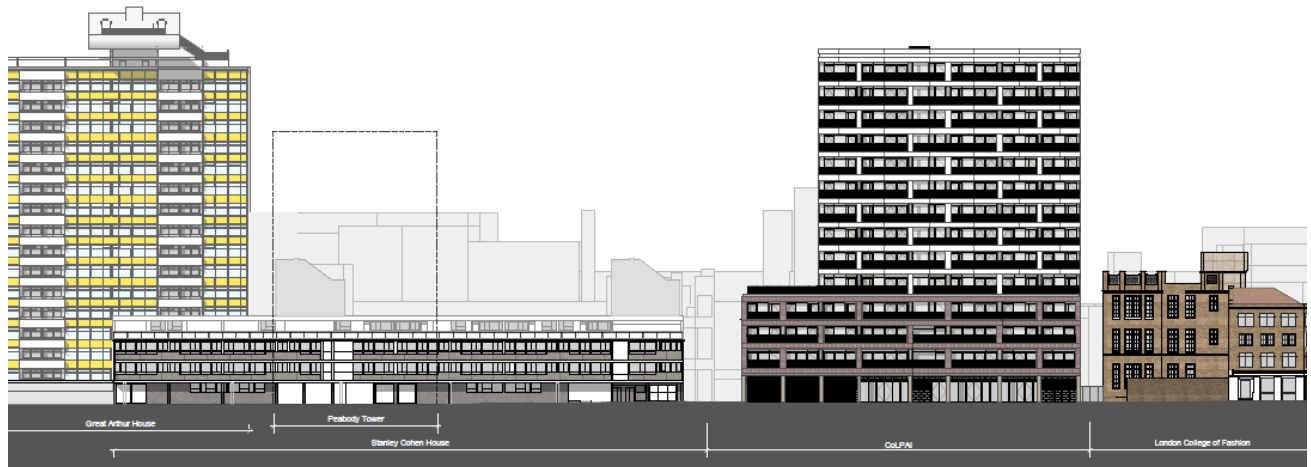
### Landscaping and Public Realm

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

### Height and Massing

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

## Contextual Elevation Plan



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

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

11.100 The Study further notes that:

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

11.101 On page 53, the document states:

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

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

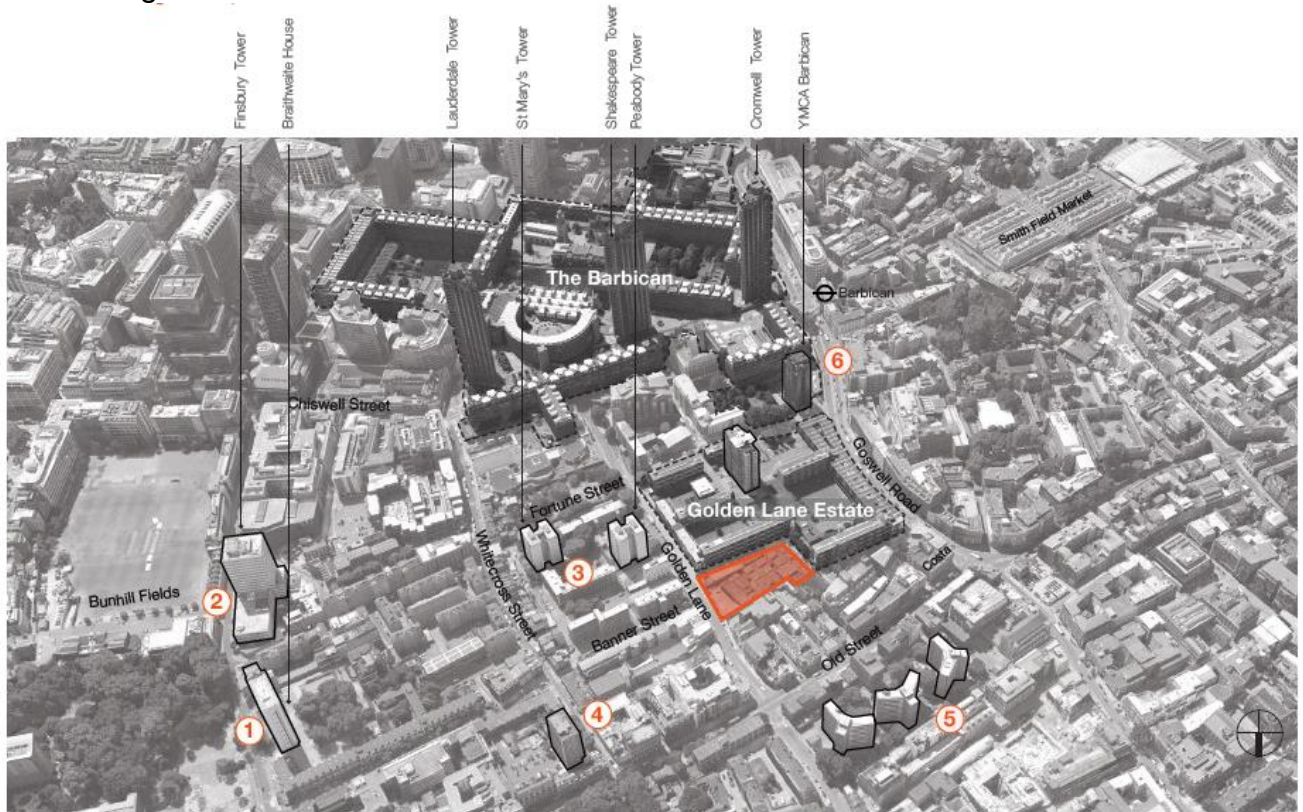
### Consideration against Tall Buildings Policy

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

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

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

### Tall buildings in the local context



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



① Braithwaite House  
19 Storeys



② Finsbury Tower  
16 Storeys  
(recent planning consent)



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



④ Coltash Court  
14 Storeys



⑤ Cotswold, Sapperton and Parmoor Court  
12 Storeys



⑥ Blake Tower  
16 Storeys

Barbican towers



Approved Finsbury Tower redevelopment



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

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

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

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

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

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

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

#### Materials and Detailed Architectural Design

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

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

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

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

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

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

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

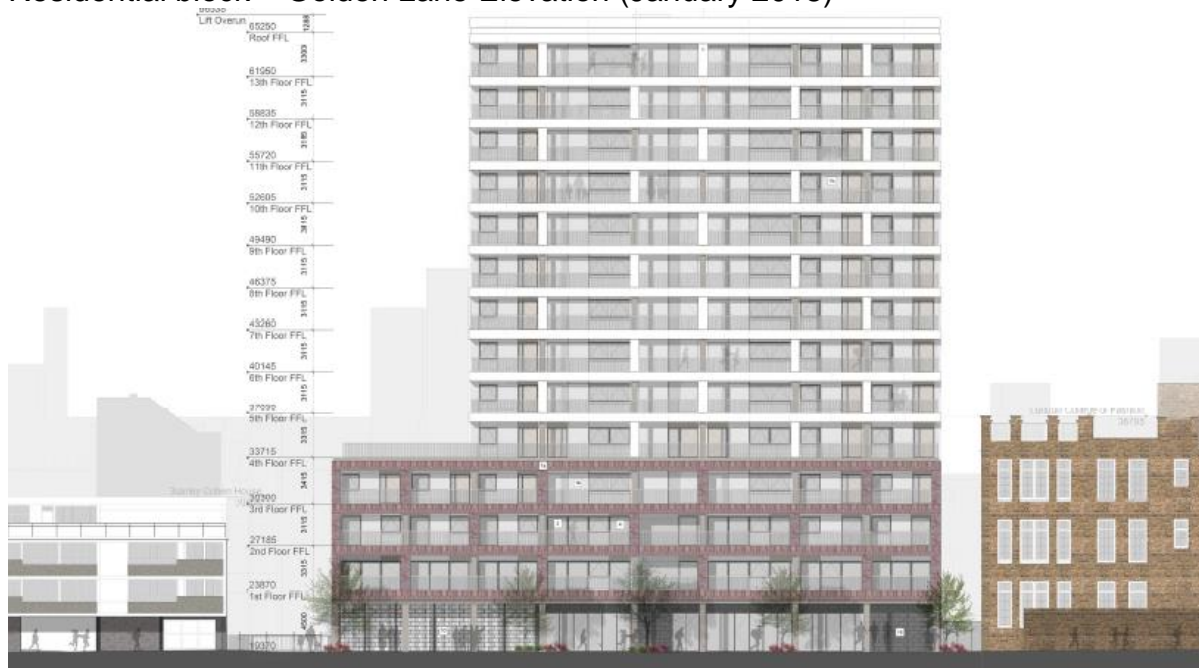
Planning Submission - July 2017  
Golden Lane (East) Elevation



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



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



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

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

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

CGI of revised elevational treatment to podium





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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## **HERITAGE AND TOWNSCAPE IMPACT**

### Heritage legislation and policy

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

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

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

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

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

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

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

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

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

*129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal...*

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

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

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

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

134. *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.*

135. *The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'*

11.130 Significance is defined in the NPPF as:

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

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

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

11.132 Paragraph 9 of the NPPG notes that

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

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

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

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

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

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

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

11.135 Paragraph 20 of the NPPG defines public benefits as:

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

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

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

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

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

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

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

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

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

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

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

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

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

*B. Conservation Areas*

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

*C. Listed buildings*

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



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

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

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

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

1. *To sustain and enhance heritage assets, their settings and significance.*
2. *Development proposals, including proposals for telecommunications infrastructure, that have an effect upon heritage assets, including their settings, should be accompanied by supporting information to assess and evaluate the significance of heritage assets and the degree of impact caused by the development.*
4. *Development will be required to respect the significance, character, scale and amenities of surrounding heritage assets and spaces and their settings.*

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

### **Heritage Assessment**

#### **The Golden Lane Estate**

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

Golden Lane Estate



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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### St. Luke's Conservation Area

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

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

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

11.153 The Guidelines state at paragraph 16.9:

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

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

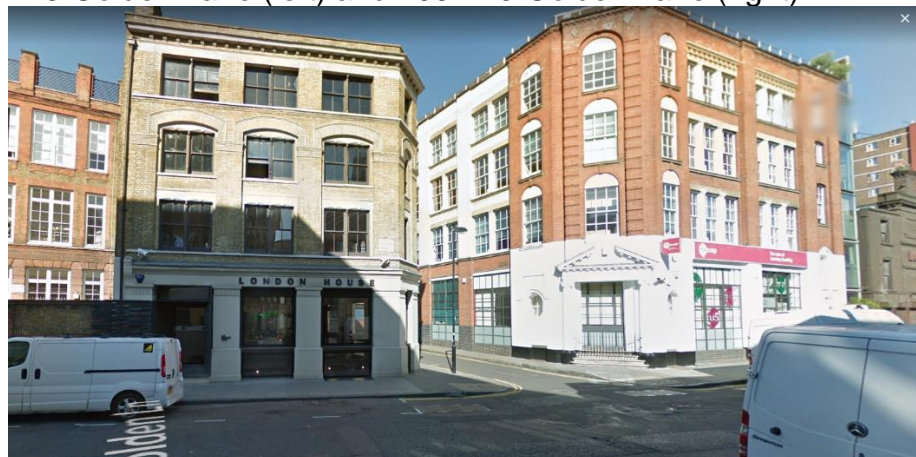
#### Nos. 109-113 Golden Lane

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

#### No. 115 Golden Lane

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

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



#### Townscape Assessment

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

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

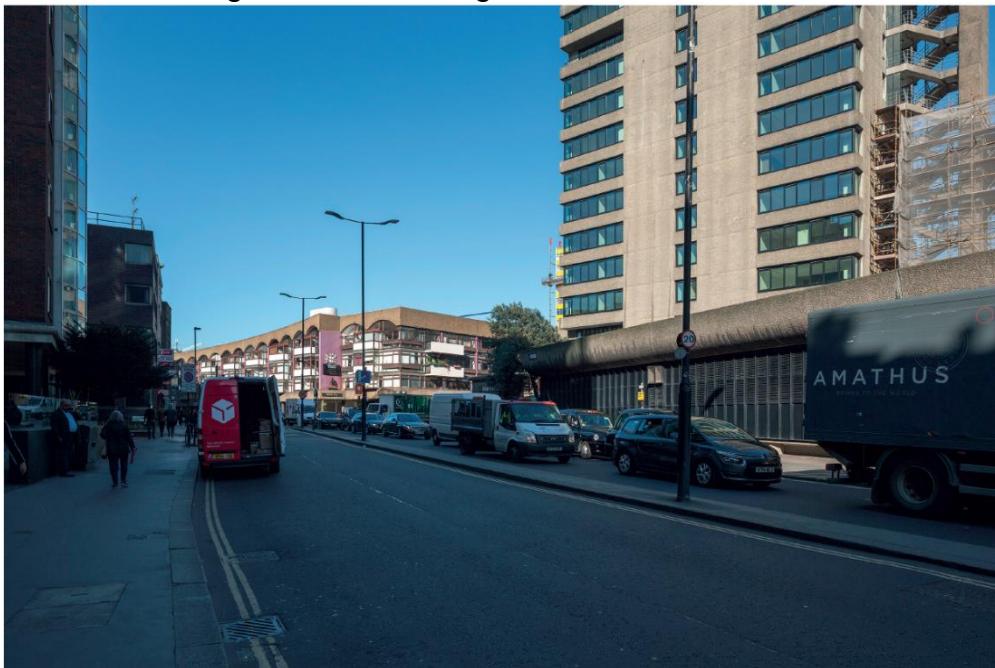
11.158 Having regard to the above, the ground floor arrangements and elevational treatment of the podium and the appearance of the top of the tower are not representative of the currently proposed development. Members should therefore have careful regard to the nature of the revisions when reviewing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

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

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

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

View 1 – Aldersgate Street looking north-east



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



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



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

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

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



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

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

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



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



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

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



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

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

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

#### View 6 – View east along Baltic Street West



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

View 7A – View west along Banner Street



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

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

View 7B – View west along Banner Street



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

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

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



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

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

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



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

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

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

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



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

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

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



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

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

Photograph when trees are not in leaf



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



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

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



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

#### St. Luke's Church

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

#### Summary of Heritage Impact

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

#### Assessment of Harm

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### Optimum Viable Use

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

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

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

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

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

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

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

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

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

### **Density**

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

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

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

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

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

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

#### Density - considerations

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

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

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

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

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

#### Residential Density - Conclusion

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

### **Accessibility**

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

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

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

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

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

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

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

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

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

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



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

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

Landscaping Plan



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

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

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

### **Neighbouring Amenity**

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

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

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

*Policy DM 10.7 Daylight and sunlight: "1. To resist development which would reduce noticeably the daylight and sunlight available to nearby dwellings and open spaces to unacceptable levels, taking account of the Building Research Establishment's guidelines." and "2. The design of new developments should allow for the lighting needs of intended occupiers and provide acceptable levels of daylight and sunlight."*

*Policy DM 21.3 Residential environment: "3. All development proposals should be designed to avoid overlooking and seek to protect the privacy, day lighting and sun lighting levels to adjacent residential accommodation."*

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

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

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

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

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

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

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

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

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

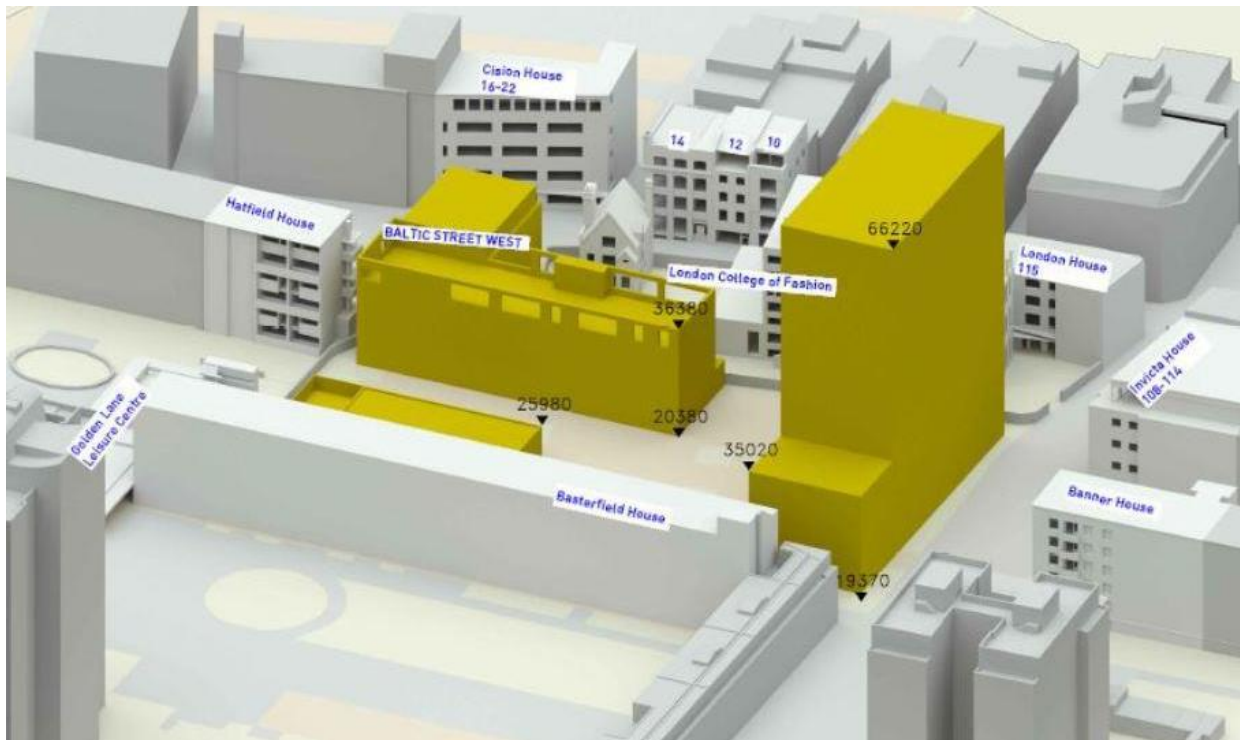
11.252 The BRE Guidelines state at paragraph 3.16 in relation to orientation: *“A south-facing window will, receive most sunlight, while a north-facing one will only receive it on a handful of occasions (early morning and late evening in summer). East and west-facing windows*

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

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

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

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



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

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

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

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

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



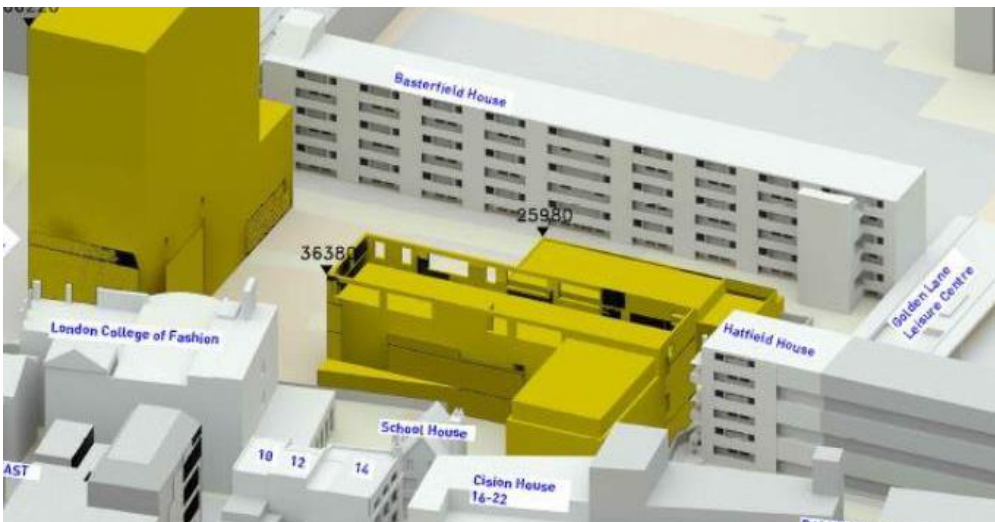


Bathroom windows are located here and do not require testing

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

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

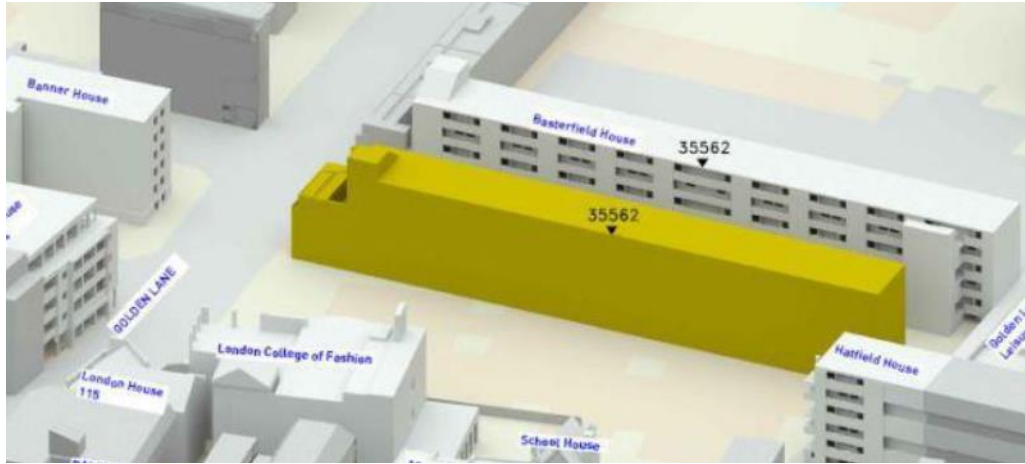
The living rooms, which are considered to be the most important rooms (as



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

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

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



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

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

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

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

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

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

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

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

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

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

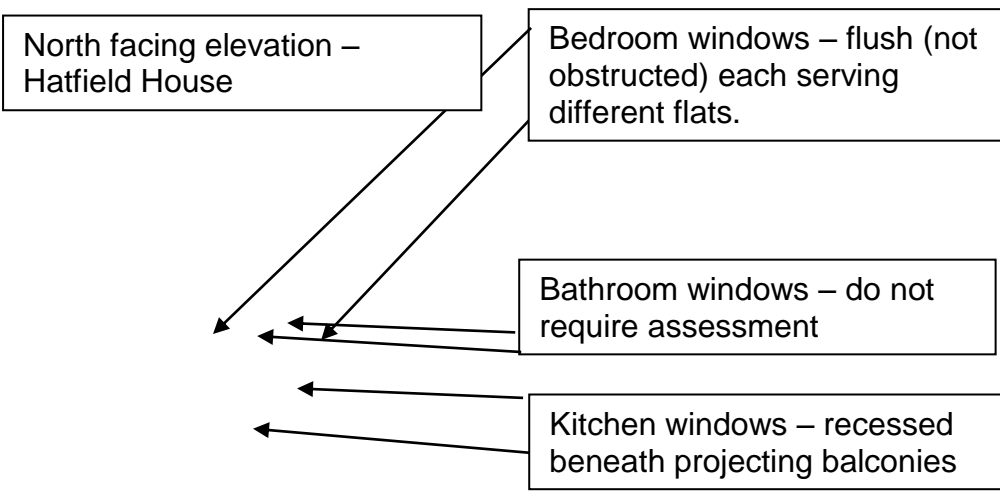
12	Gnd Floor R24 / W29	Kitchen	7.27	2.90	<b>60</b>	4.82	4.10	3.52	14
	1 <sup>st</sup> Floor R24 / W24	Bedroom	33.52	28.10	NA	9.56	9.32	9.21	2
13	Gnd Floor R27 / W32	Kitchen	6.82	2.99	<b>56</b>	4.82	4.04	4.04	0
	1 <sup>st</sup> Floor R25 / W25	Bedroom	33.05	28.07	NA	9.56	9.24	9.24	0
14	Gnd Floor R28 /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

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

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

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

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







South facing elevation -  
Hatfield House

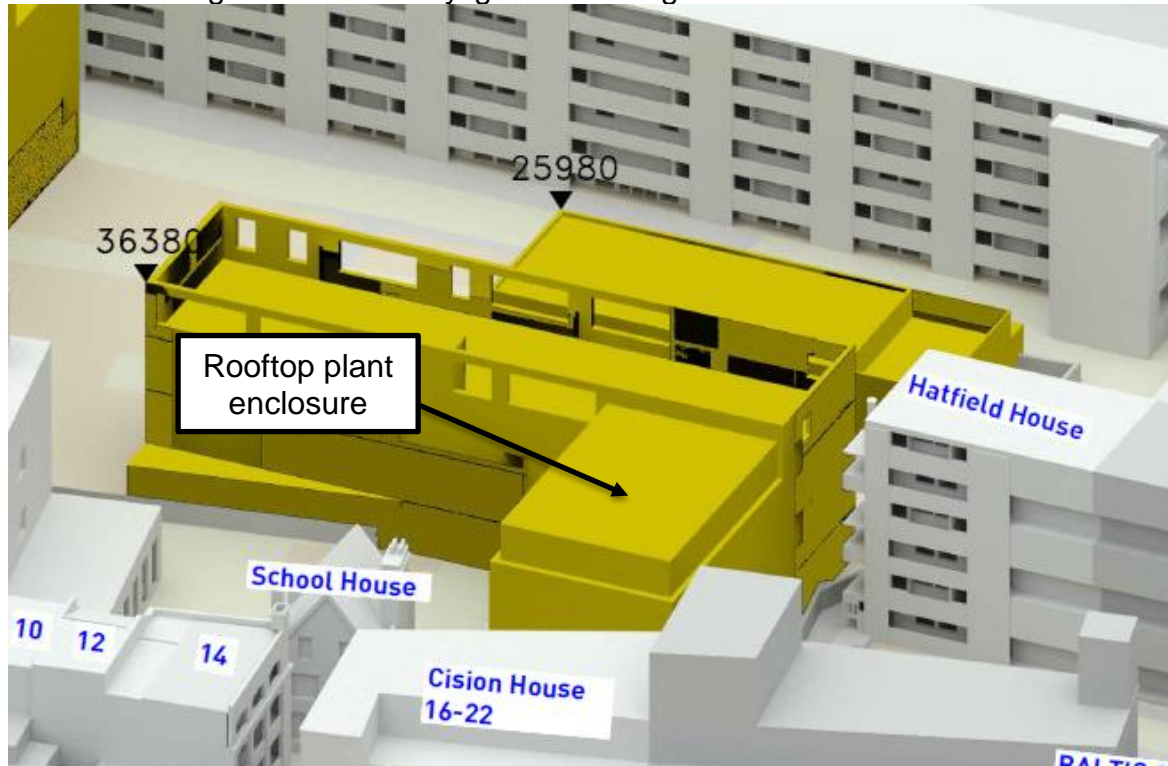


Flat No.	Room / Window	Room use	Vertical Sky Component			No Sky Line (Daylight Distribution)			
			Existing (%)	Proposed (%)	Percentage reduction in VSC	Whole room m <sup>2</sup>	Previous m <sup>2</sup>	Proposed m <sup>2</sup>	Percentage reduction in Daylight Distribution
<b>Hatfield House</b>						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

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

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

### School building model from Daylight and Sunlight Assessment



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



11.284 The applicant's daylight and sunlight surveyors have advised that the slight increase in height of the plant enclosure would have a minor impact on some of the results obtained for the properties to the north. However, they advise that the scale of change is unlikely to represent a material change and would not be of a scale that would affect their overall conclusions.

11.285 Golden Lane Leisure Centre Community Room. Although not a residential property, the applicant included this building in their analysis for completeness. It is a dual-aspect space lit by windows on the north side facing the development and other windows on the west site, plus three rooflights. Tables aren't provided in this instance as it is a single room

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

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

#### Overshadowing

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

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

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

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

#### Construction Impacts

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

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

#### Cooking Odours

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

#### Air Quality

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

#### Noise considerations

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



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

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

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

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

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

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

### **Residential Unit Layouts**

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

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

### Typical Tower Floor Plan



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

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

### Amenity Space

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

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

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

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

1. Major residential developments should provide new and enhanced open space where possible. Where on-site provision is not feasible, new or enhanced open space should be provided near the site, or elsewhere in the City.
2. New open space should:
  - a) be publicly accessible where feasible; this may be achieved through a legal agreement;
  - b) provide a high quality environment;
  - c) incorporate soft landscaping and Sustainable Drainage Systems, where practicable;
  - d) have regard to biodiversity and the creation of green corridors;
  - e) have regard to acoustic design to minimise noise and create tranquil spaces.’

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

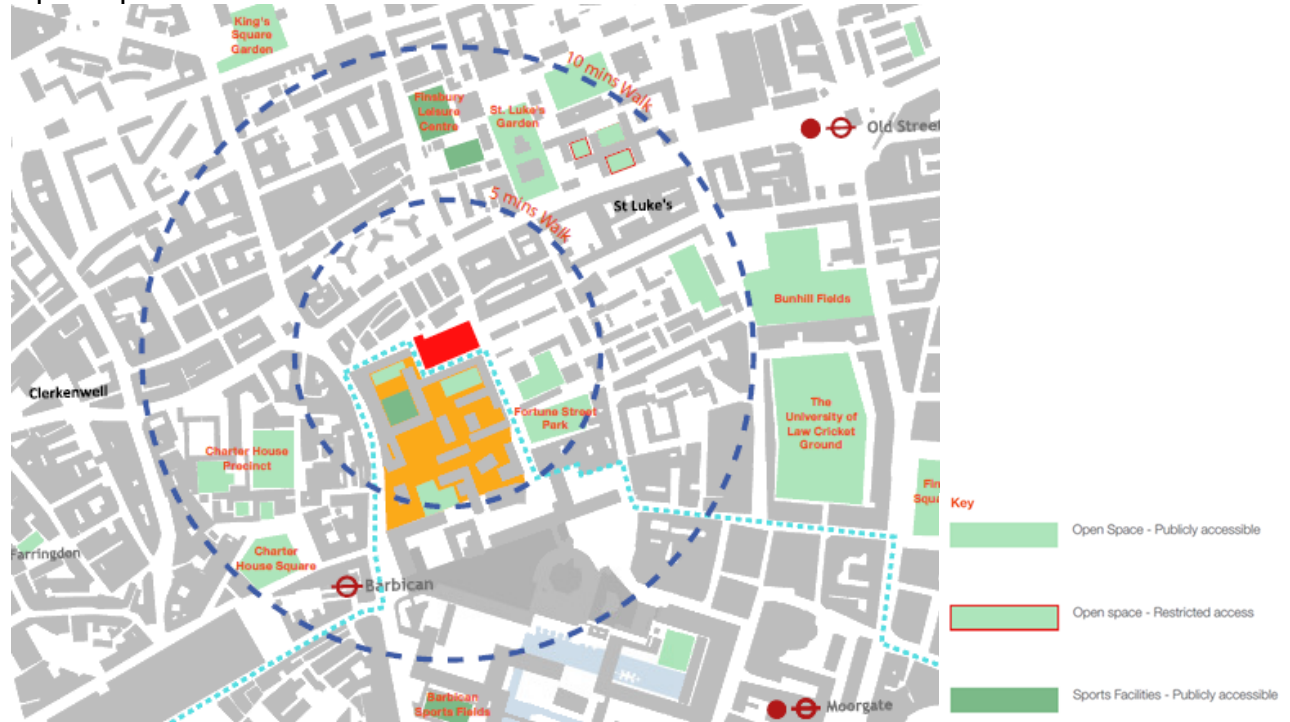
Private Amenity Space Provision

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

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

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

## Open Space within 10 minutes of the site



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

11.322 Paragraph 17.14 of the Assessment notes that:

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

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

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

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

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

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

#### Play Space

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

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

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

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

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

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

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

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

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

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

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

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

11.332 This exercise has been carried out above.

Step B2: Calculate how much space is required.

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

Step B3: Establish accessibility to existing play provision.

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

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

## Golden Lane Estate Playground – planning application CGI



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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

11.346 The GLA Stage 1 comments stated:

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

#### Conclusion

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

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

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

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

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

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

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

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

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

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

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

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

- 11.364 London Plan Policy 5.1 stipulates a London-wide reduction of carbon emissions of 60 per cent (below 1990 levels) by 2025. Policy 5.2 of the plan requires all development proposals to contribute towards climate change mitigation by minimising carbon dioxide emissions through the use of less energy (be lean), energy efficient design (be clean) and the incorporation of renewable energy (be green). London Plan Policy 5.5 sets strategic targets for new developments to connect to localised and decentralised energy systems while Policy 5.6 requires developments to evaluate the feasibility of Combined Heat and Power (CHP) systems.
- 11.365 Islington Core Strategy Policy CS10 requires it to be demonstrated that new development has been designed to minimise onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO2 emissions reduction of at least 27% relative to total emissions from a building which complies with Building Regulations 2013 (39% where connection to a Decentralised Heating Network is possible). Typically, all remaining CO2 emissions should be offset through a financial contribution towards measures which reduce CO2 emissions from the existing building stock.
- 11.366 The relevant Islington Development Management Policies are detailed below and considered under each topic heading.
- 11.367 Policy CS15 of the City of London Local Plan seeks to enable businesses and residents to make sustainable choices in their daily activities, creating a more sustainable City, including through requiring sustainable development, minimising carbon emissions and addressing environmental impacts. Policy DM15.3 is concerned with low and zero carbon

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

## BE LEAN

### *Energy efficiency standards*

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

## BE CLEAN

### *District heating*

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

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

#### SHARED HEAT NETWORK

##### *Combined Heat and Power*

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

#### BE GREEN

##### *Renewable energy technologies*

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



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

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

### Green Performance Plan

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

### Basement Development

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

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

11.399 The application is not accompanied by a Basement Impact Assessment at the time of writing due to timescales. However, the applicant has provided the following commentary in relation to the above considerations.

11.400 Site history: The site and surrounding area was heavily affected by bomb damage during World War II and the application is accompanied by an Unexploded Ordnance Report which is considered in more detail later within this report. The existing school building was constructed in 1972 and is to be demolished as part of the comprehensive development of the site.

11.401 Site Survey: The site is to be redeveloped with all buildings and structures removed.

11.402 Underlying Geology: The application is accompanied by a Ground Condition Survey which indicates that the ground to be excavated to construct the basement would comprise a mixture of clay, sand and gravel.

11.403 Topography: The site is generally flat, with some minor increase in levels predominantly going east-west. The site levels are to be adjusted as part of the wider development and the proposed basement will have no impact on the approach being taken.

11.404 Current and historic water courses: There are no current or historic water courses on or adjacent to the site.

11.405 Groundwater level: The application is accompanied by a Flood Risk Assessment which provides an assessment of the ground conditions of the site and concludes that the site lies in an aquifer in which flow is virtually all through fractures and other discontinuities, with essentially no groundwater. Groundwater is present in the River Terrace Deposits at approximately 7.5 m below ground level. Accordingly, the creation of the proposed basement will have no detrimental impact upon groundwater.

11.406 Flooding: Section 4 of the Flood Risk Assessment discusses likely sources of flooding, concluding that the site is at relatively low risk of flooding caused by fluvial/tidal, surface water, groundwater or sewers.

11.407 Trees: There are no trees located in the area of proposed basement. There are two grouped trees to the south of the basement area which are to be removed to facilitate the proposed development. The proposed basement will not be impacted by the proposed street-tree planting to Golden Lane.

11.408 Areas of archaeological interest (archaeological priority areas and scheduled monuments): The application is accompanied by an Archaeological Assessment which is considered in detail later within this report. The Assessment identifies potential for archaeological remains on site and it is recommended that archaeological mitigation in accordance with a written scheme of investigation is secured by condition.

11.409 Listed buildings in proximity to the site: The listed buildings of the Golden Lane Estate are located to the south and west of the site. Basterfield House to the south is located 23 m

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

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

## **Highways and Transportation**

### Transport Assessment

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

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

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

### Car Parking

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

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

#### Construction Management Plan

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

#### Public Realm Works

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

#### Servicing

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

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

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

#### Waste

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

#### Cycle Access and Parking

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



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

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

#### Travel Plan

- 11.439 The application is accompanied by a draft Travel Plan.
- 11.440 The GLA Stage 1 comments advised that mode share targets for walking and cycling put forward in the draft Travel Plan are unambitious and should be higher in line with the draft Mayor's Transport Strategy approach and to reflect local context. The Travel Plan should therefore be redrafted to reflect these concerns prior to determination and appropriately secured.
- 11.441 The applicant has submitted a revised residential Travel Plan which reflects the emerging London Plan's emphasis on the health benefits of walking and cycling and therefore includes more ambitious targets to further increase the walking and cycling from the site, particularly from the residential development.
- 11.442 Objections have been received in relation to nearby residents' views that a significant portion of the school role would be from locations beyond walking distance to the site and that this would create safety concerns. It is noted that a revised Travel Plan was received from the applicant and that the City has recommended further details of measures to discourage private car use. In this regard, a bespoke targeted Travel Plan is to be required as part of the s106 legal agreement to specifically:
- Discourage private car use.
  - Measures to stop idling engines and any other relevant measures.
  - It is noted that some schools have adopted processes of fining parents who drive children to school and this is not ruled out as an option to seek to address air quality concerns.

#### Wind Impact

- 11.443 The application is not accompanied by a wind impact assessment. The applicant has advised that a preliminary report for an earlier iteration of the scheme was prepared by BMT Fluid Mechanics for internal purposes only to inform the bulk, massing and design approach of the scheme. The report identified that the proposed development is well sheltered by neighbouring developments (bar the west facing façade of the residential block). It stated that:

*"...the balcony configuration across the aforementioned façade of the proposed development will have a beneficial impact on wind conditions, alleviating the potential for downdraughts and corner accelerations. Consequently, wind conditions around the proposed development at ground level are expected to rate as suitable, in terms of both pedestrian safety and comfort, for their intended usages."*

- 11.444 Accordingly, the report concluded that *“The introduction of the proposed development is expected to have a negligible impact on the wind conditions within its immediate surrounding.”*
- 11.445 The assessment noted that the proposed balconies needed to include solid balustrades to ensure that the environmental conditions on the balconies are at a comfortable level. This has been taken forward in to the scheme as shown on the submitted plans. The applicant advises that, given the conclusions of the initial testing, further modelling was not taken forward through the design development.
- 11.446 It would appear credible that, given the height of the building and the design, which incorporates balconies and decks which may cause an obstruction to any downdraft, that the proposed tall building would be unlikely to result in any adverse wind impacts at street level. Nevertheless, a condition securing wind mitigation measures is recommended.

### **Archaeology**

- 11.447 The site is located within an Archaeological Priority Area and the application is accompanied by an Archaeological Desk Based Assessment. The Assessment identifies that the site was at least partly developed by the late 16th century and therefore a programme of archaeological mitigation works is envisaged. In particular, it is noted that the site has a low to medium potential for Roman remains, a medium to high potential for medieval remains and a high potential for post-medieval remains.
- 11.448 Historic map regression suggests that at least three cycles of building and demolition have taken place on the site, which was also bombed during the Second World War. It is therefore likely that evidence of previous phases of use will have been impacted by subsequent development, although the extent to which earlier remains survive cannot be confirmed without investigations on the ground. It is therefore recommended that a two stage programme of investigation be undertaken prior to the commencement of development as follows:
- 1) An archaeological watching brief during the excavation of geotechnical test pits following demolition of existing buildings - this would give a clear indication, of both the potential for archaeological remains to survive, and the areas of the site where they are likely to be located.
  - 2) An archaeological trial trench evaluation which would follow the watching brief and focus on areas where the geotechnical pits indicated a potential for buried archaeological remains to survive.
- 11.449 Should the presence of buried archaeological remains be confirmed then it is likely that further mitigation works would be required. It is recommended that the scope of any further archaeological works would be limited to the excavation and recording of any remains which would be directly impacted by the development. A programme of post-excavation analysis, reporting and dissemination would be carried out as necessary.
- 11.450 Historic England (Greater London Archaeology Advisory Service) agree with the applicant’s assessment of the potential for archaeological remains. It is noted that no substantive assessment is made of the impact of the proposed development, in the absence of which there is a risk of substantial harm to any surviving buried archaeological remains. Further information is required on the survival, character, extent, depth and

significance of archaeological remains to develop a 'deposit model' in order to meaningfully assess the archaeological impact of development and means of mitigating that impact. It is therefore recommended that investigations be carried out as proposed within the applicant's Assessment. A field evaluation report, which would normally include the excavation of trial trenches, would usually be used to inform a planning decision prior to determination but can also be required by condition to refine a mitigation strategy after permission has been granted.

- 11.451 GLAAS advise that the nature and scope of assessment and evaluation should be agreed and carried out prior to any grant of planning permission. The subsequent archaeological report would be required to establish the significance of the site and the impact of the proposed development which would inform a recommendation by GLAAS. Archaeological safeguards could involve design measures to preserve remains in situ or, where that is not feasible, archaeological investigation prior to development. GLAAS advise that if a planning decision is to be taken without the provision of sufficient archaeological information then the failure of the applicant to provide adequate archaeological information would constitute grounds for refusal of planning permission.
- 11.452 The representation from GLAAS is noted. However, there is a building in place on much of the site and it is understood that the excavation of archaeological trenches would involve significant intrusive works which would cause substantial damage to the existing building.
- 11.453 It is considered that any archaeological interest on the site can be satisfactorily safeguarded through a planning condition securing a programme of archaeological investigation prior to the commencement of development (excluding demolition) where there is likely to be any impact on remains as a result of the proposed development. This would facilitate the demolition of the existing building prior to excavation of archaeological trenches. On this basis, the proposal is considered acceptable in terms of archaeology and to accord with London Plan, Islington and City of London's policies subject to conditions.

### **Contaminated Land**

- 11.454 Policies 5.21 of the London Plan, DM6.1 of the Council's Development Management Policies document and DM15.8 of the City of London's Local Plan require the identification and appropriate remediation of contaminated land.
- 11.455 The application is accompanied by a Ground Condition Survey which includes a desktop Geo-Environmental Risk Assessment which advises that elevated concentrations of potential contaminants are likely to be present in the near-surface soils on the site and any free waters in those soils associated primarily with former commercial and industrial uses on the site. The Risk Assessment indicates no significant risk to human health, controlled waters or ecology and wildlife as a result of the proposed development. Accordingly, the site would not be designated as contaminated land under Part II(a) of the Environmental Protection Act 1990. It is therefore suggested that a ground investigation is not required to support the planning application and any requirement for an intrusive geo-environmental investigation can be dealt through a condition should planning permission be granted.

11.456 The Council's Public Protection Officer has raised no objections to the proposed development in terms of contaminated land subject to a condition securing a land contamination investigation and any required contamination remediation works.

## **Unexploded Ordnance**

11.457 The application is accompanied by a Detailed Unexploded Ordnance (UXO) Threat and Risk Assessment which identifies that there is a medium risk of unexploded ordnance on the site. The following risk mitigation measures are recommended:

- Site specific unexploded ordnance awareness briefings to all personnel conducting intrusive works;
- Unexploded ordnance specialist on-site support;
- Intrusive Magnetometer Survey of all borehole and pile locations/clusters down to maximum bomb penetration depth.

11.458 The Council's Public Protection Officer has recommended that the above recommendations are secured by a condition (No. 8).

## **Planning Obligations and Community Infrastructure Levy**

11.459 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

11.460 The Section 106 agreement would include the following agreed Heads of Terms:

1. On-site provision of 66 affordable (social rented) housing units with nomination rights split between the City of London and Islington in line with agreed principles
2. Community Use agreement and management plan for the school hall
3. Contribution in lieu of on-site children's play space of £134,676.
4. Residents of the residential building to have unrestricted access of the school's MUGA outside of school hours in accordance with an agreed management programme.
5. The relocation of the Adult Community Education centre *Update to be provided and this may not be required as a Head of Term.*
6. Public realm improvements along the public right of way between the site and Basterfield House and on Golden Lane and Baltic Street West.
7. Submission of a Green Performance Plan and a post occupation Green Performance Plan.
8. Future proofing for connection to a local energy network if a viable opportunity arises in the future.
9. Contribution of £155,991 towards offsetting projected residual CO2 emissions of the development.
10. Compliance with the Code of Employment and Training.
11. Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI.
12. Compliance with the Code of Local Procurement.
13. Compliance with the Code of Construction Practice, including a monitoring fee of £6,000 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.

14. The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required.
15. Provision of 2 accessible (blue badge) car parking bays.
16. Provision of a contribution of £10,000 towards provision of on-street bays or other accessible transport initiatives.
17. Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase.
18. Removal of eligibility for residents' car parking permits.
19. Payment of Council's fees in preparing and monitoring the S106.
20. Improved signage to school and wider Golden Lane Estate.

11.461 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

## **12. OVERALL ASSESSMENT, SUMMARY AND CONCLUSION**

- 12.1 As identified within this report, the proposed development would result in identified benefits and identified harm in planning terms.
- 12.2 Section 70(2) of the Town and Country Planning Act 1990 states that in dealing with a planning application 'the authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material consideration.'
- 12.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that 'If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'
- 12.4 There are the following additional requirements when considering planning applications which affect the setting of a listed building or the character and appearance of a conservation area. (Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that: 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.
- 12.5 Section 72(1) of the Act states: 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

12.6 The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation Areas) Act 1990 is, respectively, to require decision-makers to give considerable weight and importance to the desirability of preserving the setting of listed buildings, and to the desirability of preserving or enhancing the character or appearance of a conservation area.

12.7 The NPPF states at paragraphs 132 and 134-135, inter alia, that:

132. *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification...'*

134. *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.*

135. *The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'*

#### Assessment of Harm

12.8 It is considered that the introduction of a highly prominent tall building will result in some harm to the settings of Basterfield House and Hatfield House and the St. Luke's Conservation Area from views from the west. Similarly, the proposed residential building will result in harm to the setting of the St Luke's Conservation Area in views from the east.

12.9 The proposed development will result in harm to the setting of the Golden Lane Estate as a whole in views from within the estate, most notably through the introduction of bulky and looming development into a previously open diagonal view across the estate, detracting from an appreciation of the unity and spatial composition of the existing buildings. This harm to the setting of the estate is considered particularly harmful in terms of the identified contribution of the setting to the significance of the Golden Lane Estate.

12.10 The proposal will result in harm in heritage terms to the setting of the Grade II listed Stanley Cohen House and harm to the setting of the St. Luke's Conservation Area, including the two locally listed buildings located within the St Luke's Conservation Area fronting Golden Lane on the Golden Lane street scene through its uncomfortable design and its dominant and excessive height, scale and massing with little space around it to provide relief.

12.11 Overall, it is considered that this harm will constitute less than substantial harm to the significance of designated heritage assets. In cases where the degree of harm is considered to be less than substantial, paragraph 134 of the NPPF requires that the harm should be weighed against the public benefits of the proposal. The effect of the duties imposed by section 66(1) and 72(1) of the Planning (Listed buildings and Conservation

Areas) Act 1990 is that where harm is identified, that harm should be given considerable importance and weight in the planning balance.

- 12.12 It is considered that the proposed residential block, by reason of its excessive height, scale and massing with little space around it to provide relief, would overall result in a significant degree of harm to the appearance of the Golden Lane street scene in views from the north and the south. This harm includes the aforementioned harm in heritage terms to the settings of Stanley Cohen House, the Golden Lane Estate as a whole, and the St. Luke's Conservation Area.
- 12.13 The block would also result in some harm in general townscape terms in views from the east and the west, and this includes the aforementioned harm to the settings of Hatfield House, Basterfield House and the St. Luke's Conservation Area.
- 12.14 The proposal will result in harm in policy terms due to conflict with Policy CS9 of the Core Strategy and Policy BC9 of the Finsbury Local Plan. The site is located outside of the locations identified as suitable for tall buildings identified in Policy BC9. Even if the site were located in an area suitable for tall buildings the proposal is not considered to meet the criteria set out in Policy BC9(D) for tall buildings to be acceptable. In particular,
- The building would be harmful in street level views and would not enhance long-distance views.
  - The building would harm the setting of designated and non-designated heritage assets.
  - The building would fall short of the requirement to deliver an exceptional standard of architecture
  - The development would not provide public space.
- 12.15 Similarly, the proposal is not considered to meet the criteria set out in Policy 7.7 of the London Plan for tall buildings to be considered acceptable. In particular:
- The scale, mass and bulk of the building would result in harm to the character of the area.
  - The building would be at odds with the form, proportion, composition, scale and character of surrounding buildings, the urban grain on the Golden Lane frontage
  - The building would not enhance the skyline and image of London.
  - The development would not contribute to improving the permeability of the site and wider area.
  - The building would harm designated and non-designated heritage assets.
- 12.16 Furthermore, the proposal is not considered to meet the criteria set out in Policy CS14 of the City of London Local Plan for tall buildings to be considered acceptable (although it is noted that the City planners have not raised such an objection although have concluded less than substantial harm in heritage terms, that could be reduced by further detailed design work to be secured by conditions. In particular, the building does not represent an example of world class architecture which has suitable regard to the character and amenity of its surroundings and the significance of heritage assets.
- 12.17 The proposal is also considered to be contrary to London Plan policies 7.4 (Local Character) and 7.6 (Architecture), Islington Development Management Policies document



policy DM2.1 (Design) and City of London Local Plan policy DM10.1 (New Development) for the reasons set out above.

- 12.18 The proposal will result in harm to the residential amenities of properties in Banner House, Basterfield House and Hatfield House by reason of loss of daylight. Whilst some inevitable loss/harm would be expected due to the underutilised nature of this central London site, there is nevertheless harm caused to living conditions.
- 12.19 There is a lack of off-street servicing arrangements for the school and the residential development. Due to the sensitive nature of the school use, this will need to be very carefully managed to ensure that this is an acceptable arrangement and will need to be part of a management plan within the s106 agreement.

#### Assessment of Benefits

- 12.20 The City of London Primary Academy Islington is now an established school which opened in September 2017 and currently occupies temporary accommodation. The delivery of a new school facility is required in order to provide permanent accommodation for the school which will continue accept a new reception year intake each September.
- 12.21 The proposal will result in a substantial public benefit through the delivery of a 2 form entry primary school to address existing and in particular future demand for school places within the surrounding area, through the provision of 420 additional primary school places. The proposed development will also provide social infrastructure through the delivery of a nursery with capacity to accommodate 38 children, resulting in a further public benefit. It is noted that London's, Islington's and the City's populations are all set to continue to increase and there are scarce locations for new schools to be located. In this regard the re-use of an existing school site for increased primary school provision is strongly supported and the National Planning Policy Framework places great weight on the need to support proposals for new and improved schools. The design of the school is considered to offer a very high quality education facility for a central London location (scarcity of land availability).
- 12.22 The proposal will result in the delivery of 66 units of good quality social rented affordable housing. Islington will have nomination rights for 33 (50%) of these units. This social rented housing will assist in addressing a significant and pressing need within the borough and will result in a substantial public benefit.
- 12.23 The proposed development would deliver 3 small / micro office units which is a size and type of use that historically contributed to the character of the area and additionally supports a diverse local economy which supports and complements the central London economy (consistent with Core Strategy CS13). The provision of these units is strongly supported in policy terms and is considered to be a public benefit of the scheme additionally as providing an active vibrant street frontage to the benefit of the public realm and functioning of Golden Lane which at this end has a lack of active uses and so will bring surveillance and public safety benefits.
- 12.24 The proposed development includes proposals for public realm and tree and landscape improvements to the surrounds of the site. Golden Lane would benefit from a widened footway with 5 street trees planted along its length. The Basterfield service lane would be upgraded with improved paving, new bollards and green walls along the proposed sports

hall. Baltic Street West would benefit from public realm improvements also. The site would see the replacement of a number of category C trees that are noted to have approximately 10 years of continued life span remaining. A total of 20 new trees would be planted (including the 5 on Golden Lane) which would represent an uplift in tree cover and when considered alongside the green roof and wall to the sports hall would represent an enhancement in biodiversity value across the site.

- 12.25 Overall, it is considered that, in view of the identified educational and housing need, substantial weight can be attached to these substantial public benefits. Additionally the public benefits of active frontage with greater surveillance and small / micro units which are regarded as affordable by virtue of their size, the enhancement to the public realm surrounding the site and the public benefits of tree and biodiversity enhancements when taken together are considered to further increase the substantial public benefits arising from these proposals.

#### Conclusion on Planning Balance

- 12.26 It is considered that the overall harm arising from the proposed development identified above is considerable. However, it is also considered that the overall benefits arising from the proposal are also considerable. This is considered to be a finely balanced case with great weight to be attached to both the harm (particularly the heritage and townscape harm) and the benefits (particularly the social housing and new school and nursery) and on balance, it is considered that the proposal is acceptable in planning terms.

#### Conclusion

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

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

# APPENDIX 1 – RECOMMENDED CONDITIONS

## RECOMMENDATION A

That planning permission be granted **for the reasons summarised in paragraphs 12.1-12.26 of this report** and subject to the prior completion subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the Council and all persons with an interest in the land (including mortgagees) in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service.

1. On-site provision of 66 affordable (social rented) housing units with nomination rights split between the City of London and Islington in line with agreed unit allocations
2. Community Use agreement and management plan for the school hall
3. Contribution in lieu of on-site children's play space of £134,676.
4. Residents of the residential building to have unrestricted access of the school's MUGA outside of school hours in accordance with an agreed management programme.
5. The relocation of the Adult education centre. *Note: this may not be required as a Head of Term and an update will be provided.*
6. Public realm improvements along the public right of way between the site and Basterfield House and on Golden Lane and Baltic Street West.
7. Submission of a Green Performance Plan and a post occupation Green Performance Plan.
8. Future proofing for connection to a local energy network if a viable opportunity arises in the future.
9. Contribution of £155,991 towards offsetting projected residual CO2 emissions of the development.
10. Compliance with the Code of Employment and Training.
11. Facilitation of 3 work placements during the construction phase of the development, lasting a minimum of 26 weeks, or a fee of £15,000 to be paid to LBI.
12. Compliance with the Code of Local Procurement.
13. Compliance with the Code of Construction Practice, including a monitoring fee of £6,000 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
14. The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant/developer and the work carried out by LBI Highways. Condition surveys may be required.
15. Provision of 2 accessible (blue badge) car parking bays.
16. Provision of a contribution of £10,000 towards provision of on-street bays or other accessible transport initiatives.
17. Submission of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase.

18. Removal of eligibility for residents' car parking permits.
19. Payment of Council's fees in preparing and monitoring the S106.
20. Improved signage to school and wider Golden Lane Estate.

That, should the **Section 106** Deed of Planning Obligation not be completed within 13 weeks / 16 weeks (for EIA development) from the date when the application was made valid, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service may refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

ALTERNATIVELY should this application be refused (including refusals on the direction of The Secretary of State or The Mayor) and appealed to the Secretary of State, the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service be authorised to enter into a Deed of Planning Obligation under section 106 of the Town and Country Planning Act 1990 to secure to the heads of terms as set out in this report to Committee.

## RECOMMENDATION B

That the grant of planning permission be subject to **conditions** to secure the following:

<b>1</b>	<b>Commencement (compliance)</b>
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
<b>2</b>	<b>Approved plans list (compliance)</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>COL-HBA-00-00-DR-A-00_0010 Rev. P2; COL-HBA-00-00-DR-A-00_0011 Rev. P1; COL-HBA-00-00-DR-A-00_0012 Rev. P1; COL-HBA-00-00-DR-A-00_0013 Rev. P1; COL-HBA-00-00-DR-A-00_0014 Rev. P1; COL-HBA-00-00-DR-A-00_0015 Rev. P2; COL-HBA-00-00-DR-A-00_0020 Rev. P1; COL-HBA-00-00-DR-A-00_0021 Rev. P1; COL-HBA-00-00-DR-A-00_0022 Rev. P1; COL-HBA-00-00-DR-A-00_0050 Rev. P1; COL-HBA-00-00-DR-A-00_0051 Rev. P1; COL-HBA-00-00-DR-A-00_0052 Rev. P1; COL-HBA-00-00-DR-A-00_200 Rev. P2; COL-HBA-00-00-DR-A-00_201 Rev. P5; COL-HBA-00-00-DR-A-00_202 Rev. P5; COL-HBA-00-00-DR-A-00_203 Rev. P5; COL-HBA-00-00-DR-A-00_204 Rev. P5; COL-HBA-00-00-DR-A-00_205 Rev. P5; COL-HBA-00-00-DR-A-00_206 Rev. P5; COL-HBA-00-00-DR-A-00_207 Rev. P4; COL-HBA-00-00-DR-A-00_208 Rev. P4; COL-HBA-00-00-DR-A-00_209 Rev. P2; COL-HBA-00-00-DR-A-00_0220 Rev. P4; COL-HBA-00-00-DR-A-00_0221 Rev. P3; COL-HBA-00-00-DR-A-00_0222 Rev. P3; COL-HBA-00-00-DR-A-00_0223 Rev. P4; COL-HBA-00-00-DR-A-00_0224 Rev. P4; COL-HBA-00-00-DR-A-00_0225 Rev. P3; COL-HBA-00-00-DR-A-00_0226 Rev. P3; COL-HBA-00-00-DR-A-00_0227 Rev. P3; COL-HBA-00-00-DR-A-00_0240 Rev. P3; COL-HBA-00-00-DR-A-00_0241 Rev. P3; COL-HBA-00-00-DR-A-00_0242 Rev. P2; COL-HBA-00-00-DR-A-PL_0560 Rev. P2; COL-HBA-00-00-DR-A-PL_0561 Rev. P2; COL-HBA-00-00-DR-A-</p>

	<p>PL_0562 Rev. P2; Planning Statement (July 2017); Planning Statement Addendum (October 2017); Heritage Townscape and Visual Impact Assessment (July 2017); Design and Access Statement (July 2017); Design and Access Statement Addendum (October 2017); Sustainability and Energy Statement (July 2017); Sustainability and Energy Statement Addendum (October 2017); Ecology Report (July 2017); Transport Assessment (July 2017); Transport Assessment Addendum (October 2017); Transport Technical Note (February 2018); Draft Travel Plan (Residential &amp; School Uses) (July 2017); Statement of Community Involvement (July 2017); Flood Risk Assessment (July 2017); Site Drainage Report (July 2017); Noise Assessment (July 2017); Noise Assessment Addendum (October 2017); Daylight and Sunlight Assessment (July 2017); Daylight and Sunlight Addendum (October 2017); Archaeological Assessment (July 2017); Utilities and Foul Sewerage Assessment (July 2017); Unexploded Ordnance Survey (July 2017); Draft Construction Management Plan (July 2017); Arboricultural Impact Assessment (July 2017); Fire Strategy (July 2017); Fire Strategy Addendum Technical Note (February 2018); Air Quality Assessment (July 2017); Phase 1 Ground Condition Assessment (July 2017); Housing and Educational Need Statement (January 2018); School Green Performance Plan (October 2017); Residential Green Performance Plan (October 2017).</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p><b>Materials and Samples for school buildings (Compliance and Details)</b></p>
	<p>Details and samples (where appropriate) of the following facing materials for the school buildings shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of superstructure or relevant works. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Brickwork, bond and mortar courses;</li> <li>b) Particulars and samples of the materials to be used on all external faces of the building including external ground and upper level surfaces;;</li> <li>c) Window treatment (including glazing, sections and reveals) and external joinery;</li> <li>d) Doors</li> <li>e) Green procurement plan for sourcing the proposed materials;</li> <li>f) Soffits, handrails and ballustrades;</li> <li>g) Details of junctions;</li> <li>h) Louvres;</li> <li>i) Details of any mansafe system;</li> <li>j) Details of the school entrance on Golden Lane, including surface, wall and soffit treatment and seating;</li> <li>k) Any other materials to be used.</li> </ul> <p>The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste.</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	<p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
<p>4</p>	<p><b>Materials and Samples for residential/commercial building (Compliance and Details)</b></p>
	<p>Details and samples (where appropriate) of the following facing materials of the residential/commercial building shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of superstructure or relevant works. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Brickwork, bond and mortar courses;</li> <li>b) Particulars and samples of the materials to be used on all external faces of the building including external ground and upper level surfaces;;</li> <li>c) Window treatment (including glazing, sections and reveals) and external joinery;</li> <li>d) Doors</li> <li>e) Green procurement plan for sourcing the proposed materials;</li> <li>f) Soffits, handrails and ballustrades;</li> <li>g) Details of junctions;</li> <li>h) Details of balconies and decks;</li> <li>i) Louvres;</li> <li>j) Details of any mansafe system;</li> <li>k) Details of the ground floor office entrances;</li> <li>l) Details of the top storey of the podium to the residential tower;</li> <li>m) Any other materials to be used.</li> </ul> <p>The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste.</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
<p>5</p>	<p><b>Landscaping/Tree Planting for school (Details)</b></p>
	<p>CONDITION: A landscaping scheme for the school development shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) specification to ensure successful establishment and survival of new planting.</li> <li>b) a schedule detailing sizes, species and numbers of all new trees/plants;</li> <li>c) a biodiversity statement detailing how the landscaping scheme maximises biodiversity;</li> <li>d) existing and proposed underground services and their relationship to both hard and soft landscaping;</li> <li>e) proposed trees: their location, species and size;</li> <li>f) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>g) specifications, plans sections and details including earthworks, ground finishes, top</li> </ul>

	<p>soiling with both conserved and imported topsoils, levels, drainage and fall in drain types;</p> <ul style="list-style-type: none"> <li>h) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges;</li> <li>i) hard landscaping: including ground surfaces, kerbs, edges, rigid and flexible pavings, unit paving, furniture, steps</li> <li>j) any other landscaping features forming part of the scheme.</li> </ul> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
6	<p><b>Landscaping/Tree Planting for public realm and Basterfield Service Road (Details)</b></p>
	<p>CONDITION: A landscaping scheme for the public realm on Golden Lane and Baltic Street West and for the the Basterfield Service Road shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) specification to ensure successful establishment and survival of new planting.</li> <li>b) a schedule detailing sizes, species and numbers of all new trees/plants;</li> <li>b) a biodiversity statement detailing how the landscaping scheme maximises biodiversity;</li> <li>c) existing and proposed underground services and their relationship to both hard and soft landscaping;</li> <li>d) proposed trees: their location, species and size;</li> <li>e) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>f) specifications, plans sections and details including earthworks, ground finishes, top soiling with both conserved and imported topsoils, levels, drainage and fall in drain types;</li> <li>g) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges;</li> <li>h) hard landscaping: including ground surfaces, kerbs, edges, rigid and flexible pavings, unit paving, furniture, steps</li> <li>i) any other landscaping features forming part of the scheme.</li> </ul> <p>All landscaping in accordance with the approved scheme shall be completed / planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance /</p>

	<p>watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>7</b>	<b>Tree Pits and Tree Pit Details (Details)</b>
	<p>CONDITION: Details of all tree pits; their locations, dimensions and depths in relation to ground levels, underground services, and hard landscaping shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the relevant works.</p> <p>The tree pits shall be carried out strictly in accordance with the details so approved, provided/installed prior to occupation and shall be maintained as such thereafter.</p> <p>REASON: To secure the appropriate provision of street-trees and to ensure that the life of the trees would not unduly constrained.</p>
<b>8</b>	<b>Green/Brown Biodiversity Roofs (Details)</b>
	<p>CONDITION: Details of the biodiversity (green) roofs as shown on plans COL-HBA-00-00-DR-A-00_202 Rev. P4 and COL-HBA-00-00-DR-A-00_204 Rev. P4 shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works. The biodiversity (green) roofs shall be:</p> <ul style="list-style-type: none"> <li>a) biodiversity based with extensive substrate base (depth 80-150mm); and</li> <li>b) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</li> </ul> <p>Details of the irrigation and maintenance regime for the proposed green roofs shall be submitted to and approved in writing by the local planning authority before any works thereby affected are begun.</p> <p>The biodiversity (green) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.</p> <p>The biodiversity roofs shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
<b>9</b>	<b>Land Contamination (Details)</b>
	<p>CONDITION: Prior to the commencement of works below ground the following</p>



	<p>assessment in response to the NPPF and in accordance with CLR11, BS10175:2011 and the requirements of DEFRA shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>a) A land contamination investigation and risk assessment to establish if the site is contaminated and to determine the potential for pollution.</p> <p>Following the agreement to details relating to point a); details of the following works shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant works commencing on site:</p> <p>b) A programme of any necessary remedial land contamination remediation works arising from the land contamination investigation to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and to the natural and historical environment. Unless otherwise agreed in writing by the Local Planning Authority the remediation scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.</p> <p>The development shall be carried out strictly in accordance with the investigation and any scheme of remedial works so approved and no change therefrom shall take place without the prior written approval of the Local Planning Authority.</p> <p>c) Following completion of measures identified in the approved remediation scheme a verification report, that demonstrates the effectiveness of the remediation carried out, must be produced which is subject to the approval in writing of the Local Planning Authority in accordance with part b).</p> <p>REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.</p>
10	<p><b>Unexploded Ordnance (Compliance)</b></p>
	<p>CONDITION: The development shall be carried out strictly in accordance with the Detailed Unexploded Ordnance (UXO) Threat and Risk Assessment so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. The following risk mitigation methods shall be implemented during the site development:</p> <ul style="list-style-type: none"> <li>• Site specific unexploded ordnance awareness briefings to all personnel conducting intrusive works;</li> <li>• Unexploded ordnance specialist on-site support;</li> <li>• Intrusive Magnetometer Survey of all borehole and pile locations/clusters down to maximum bomb penetration depth.</li> </ul> <p>REASON: In the interests of the safety of personnel working on site and the public.</p>
11	<p><b>Fixed Plant (Details and Compliance)</b></p>

	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the level of noise emitted from any new plant shall be lower than the existing background level by at least 10 dBA. Noise levels shall be determined at one metre from the window of the nearest noise sensitive premises. The background noise level shall be expressed as the lowest LA90 (10 minutes) during which plant is or may be in operation. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014.</p> <p>Following installation but before the new plant comes into operation measurements of noise from the new plant must be taken and a report demonstrating that the plant as installed meets the design requirements shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>All constituent parts of the new plant shall be maintained and replaced in whole or in part as often is required to ensure compliance with the noise levels approved by the Local Planning Authority.</p> <p>REASON: To protect the amenities of neighbouring residential/commercial occupiers.</p>
12	<p><b>Sound Insulation (Details)</b></p>
	<p>CONDITION: A scheme for sound insulation and noise control measures shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of superstructure in respect of the residential element. The sound insulation and noise control measures shall achieve the following internal noise targets (in line with BS 8233:2014):</p> <p>Bedrooms (23.00-07.00 hrs) 30 dB <math>L_{Aeq,8 \text{ hour}}</math> and 45 dB <math>L_{Amax} \text{ (fast)}</math> (<i>design based on the 10<sup>th</sup> -15<sup>th</sup> highest representative <math>L_{Amax}</math> measured during a typical night-time period</i>)</p> <p>Living Rooms (07.00-23.00 hrs) 35 dB <math>L_{Aeq, 16 \text{ hour}}</math></p> <p>Dining rooms (07.00 –23.00 hrs) 40 dB <math>L_{Aeq, 16 \text{ hour}}</math></p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure satisfactory living conditions for future occupants of the development.</p>
13	<p><b>Use of Generator (Compliance)</b></p>
	<p>CONDITION: Any generator on the site shall be used solely on intermittent and exceptional occasions when required in response to a life threatening emergency or an exceptional event requiring business continuity and for the testing necessary to meet that purpose and shall not be used at any other time. At all times the generator shall be operated to minimise noise impacts and emissions of air pollutants and a log of its use shall be maintained and be available for inspection by the Local Planning Authority.</p> <p>REASON: To minimise adverse air quality.</p>
14	<p><b>Acoustic Barrier to Rooftop Play Area (Details)</b></p>
	<p>CONDITION: Prior to first occupation of the school buildings hereby permitted details of the acoustic barrier to the rooftop play area shall have been submitted to and approved in</p>

	<p>writing by the Local Planning Authority and shall be installed in accordance with the approved details and shall be permanently thereafter.</p> <p>REASON: In the interests of the amenities of the occupants of nearby residential dwellings.</p>
15	<p><b>Piling Method Statement (Details)</b></p> <p>CONDITION: No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement. The applicant is advised to contact Thames Water Developer Services on 0800 009 3921 to discuss the details of the piling method statement.</p> <p>REASON: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure.</p>
16	<p><b>Sewer Vents and Interceptor Traps for School Development (Details)</b></p> <p>CONDITION: Before any piling or construction of basements for the school development is commenced a scheme for the provision of sewer vents and interceptor traps within the building shall be submitted to and approved in writing by the local planning authority. Unless otherwise agreed in writing by the local planning authority the agreed scheme for the provision of sewer vents and interceptor traps shall be implemented and brought into operation before the development is occupied and shall be so maintained for the life of the building.</p> <p>REASON: To vent sewerage odour from (or substantially from) the development hereby permitted and mitigate any adverse air pollution or environmental conditions in order to protect the amenity of the area.</p>
17	<p><b>Sewer Vents and Interceptor Traps for Residential/Commercial Development (Details)</b></p> <p>CONDITION: Before any piling or construction of basements for the residential/commercial development is commenced a scheme for the provision of sewer vents and interceptor traps within the building shall be submitted to and approved in writing by the local planning authority. Unless otherwise agreed in writing by the local planning authority the agreed scheme for the provision of sewer vents and interceptor traps shall be implemented and brought into operation before the development is occupied and shall be so maintained for the life of the building.</p> <p>REASON: To vent sewerage odour from (or substantially from) the development hereby permitted and mitigate any adverse air pollution or environmental conditions in order to protect the amenity of the area.</p>
18	<p><b>Lighting Plan for School Development (Details)</b></p> <p>CONDITION: Full details of the lighting across the school site shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting strategy shall include</p>

	<p>consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>Prior to commencement of construction a lighting strategy shall be submitted to and approved by the local planning authority. The lighting strategy shall include consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
19	<p><b>Lighting Plan for Residential/Commercial Development (Details)</b></p> <p>CONDITION: Full details of the lighting across the residential/commercial site shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works.</p> <p>The details shall include the location and full specification of: all lamps; light levels/spill lamps, floodlights, support structures, hours of operation and technical details on how impacts on bat foraging will be minimised. The lighting strategy shall include consideration of all ambient and decorative lighting, including the lighting of spaces and buildings, accounting for siting, intensity, visual brightness, uniformity and colour. The lighting measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To ensure that any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the buildings as well as protecting the biodiversity value of the site.</p>
20	<p><b>Energy Efficiency – CO2 Reduction (Compliance/Details)</b></p> <p>CONDITION: The energy efficiency measures as outlined within the approved Energy Strategy which shall together provide for no less than a 22.2% on-site total C02 reduction in comparison with total emissions from a building which complies with Building Regulations 2013 as detailed within the Sustainability Statement shall be installed and operational prior to the first occupation of the development.</p> <p>Should there be any change to the energy efficiency measures within the approved Energy Strategy, the following shall be submitted prior to the commencement of the development:</p> <p>A revised Energy Strategy, which shall provide for no less than a 22.2% onsite total C02 reduction in comparison with total emissions from a building which complies with Building Regulation 2010. This shall include the details of any strategy needed to mitigate poor air quality (such as mechanical ventilation).</p>

	<p>The final agreed scheme shall be installed and in operation prior to the first occupation of the development.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
21	<p><b>Renewable Energy (Compliance)</b></p> <p>CONDITION: The energy efficiency measures/features and renewable energy technology (solar PV panels), which shall provide for no less than tbc% on-site regulated CO<sub>2</sub> reduction as detailed within the 'Energy Strategy' shall be installed and operational prior to the first occupation of the development.</p> <p>Should, following further assessment, the approved renewable energy option be found to be no-longer suitable:</p> <p>a) a revised scheme of renewable energy provision, which shall provide for no less than tbc% onsite regulated CO<sub>2</sub> reduction, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The final agreed scheme shall be installed and operational prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO<sub>2</sub> emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
22	<p><b>Solar Photovoltaic Panels (Details)</b></p> <p>CONDITION: Prior to relevant works, details of the proposed Solar Photovoltaic Panels at the site shall be submitted to and approved in writing by the Local Planning Authority. These details shall include but not be limited to:</p> <ul style="list-style-type: none"> <li>- Location;</li> <li>- Area of panels; and</li> <li>- Design (including elevation plans).</li> </ul> <p>The solar photovoltaic panels as approved shall be installed prior to the first occupation of the development and retained as such permanently thereafter.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development and to secure high quality design in the resultant development.</p>
23	<p><b>Long and Short Stay Cycle Parking Provision (Compliance)</b></p> <p>CONDITION: The long and short stay bicycle parking indicated on approved plans refs. COL-HBA-00-00-DR-A-00_209 Rev. P1 and COL-HBA-00-00-DR-A-00_201 Rev. P4 which shall provide no less than:</p> <ul style="list-style-type: none"> <li>• 102 long stay parking spaces for the residential use</li> <li>• 48 long stay cycle parking spaces for the school use</li> <li>• 12 short stay cycle parking spaces for the school use</li> <li>• 3 long stay spaces for the commercial use</li> </ul>

	<ul style="list-style-type: none"> <li>• 8 short stay spaces on the Golden Lane footway for the residential/commercial use.</li> </ul> <p>The bicycle parking spaces shall be provided prior to the first occupation of the relevant part of the development hereby approved and maintained as such thereafter unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
24	<p><b>Sustainable Urban Drainage System (Details)</b></p>
	<p>CONDITION: Prior to the commencement of construction works the following details shall be submitted to and approved in writing by the Local Planning Authority in conjunction with the Lead Local Flood Authority and all development pursuant to this permission shall be carried out in accordance with the approved details:</p> <ol style="list-style-type: none"> <li>Fully detailed design and layout drawings for the proposed SuDS components including but not limited to: attenuation systems, rainwater pipework, flow control devices, design for system exceedance, design for ongoing maintenance; surface water flow rates shall be restricted to no greater than 5 l/s from each outfall and from no more than two distinct outfalls, provision should be made for an attenuation volume capacity capable of achieving this, which should be no less than 196m<sup>3</sup>;</li> <li>Full details of measures to be taken to prevent flooding (of the site or caused by the site) during the course of the construction works.</li> <li>Evidence that Thames Water have been consulted and consider the proposed discharged rate to be satisfactory.</li> </ol> <p>REASON: To improve sustainability, reduce flood risk and reduce water runoff rates.</p>
25	<p><b>Maintenance of SuDS Components (Details)</b></p>
	<p>CONDITION: Prior to the completion of the shell and core of each building a Lifetime Maintenance Plan for the SuDS system shall be submitted to and approved in writing by the Local Planning Authority in conjunction with the Lead Local Flood Authority. The Lifetime Maintenance Plan shall include:</p> <ul style="list-style-type: none"> <li>- A full description of how the system would work, it's aims and objectives and the flow control arrangements;</li> <li>- A Maintenance Inspection Checklist/Log;</li> <li>- A Maintenance Schedule of Work itemising the tasks to be undertaken, such as the frequency required and the costs incurred to maintain the system.</li> </ul> <p>REASON: To improve sustainability, reduce flood risk and reduce water runoff rates.</p>
26	<p><b>Ground Floor Elevations (Details)</b></p>
	<p>CONDITION: Full details of the design and treatment of ground floor elevations of the commercial units shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on the ground floor elevations of buildings. The details shall include: doors, sections, elevational and threshold treatments, all to be shown in context and to a scale of 1:50. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter. The</p>

	<p>approved design/treatments shall be provided prior to the first occupation of the part of the development to which they relate.</p> <p>REASON: To ensure that the Authority may be satisfied with the access arrangements and the street level external appearance / interface of the buildings.</p>
27	<p><b>Roof-Top Plant &amp; Lift Overrun (Details)</b></p> <p>CONDITION: Details of any roof-top structures/enclosures shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site for the building to which they relate. The details shall include the location, height above roof level, specifications and cladding and shall relate to:</p> <ul style="list-style-type: none"> <li>a) roof-top plant;</li> <li>b) ancillary enclosures/structure; and</li> <li>c) lift overrun</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of good design and also to ensure that the Authority may be satisfied that any roof-top plant, ancillary enclosure/structure and/or the lift overruns do not have a harmful impact on the surrounding streetscene.</p>
28	<p><b>Future Connection (Details)</b></p> <p>CONDITION: Details of how the boiler and associated infrastructure shall be designed to allow for the future connection to any neighbouring heating and cooling network shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The agreed scheme shall be installed prior to the first occupation of the development hereby approved. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the facility is provided appropriately and so that it is designed in a manner which allows for the future connection to a district system</p>
29	<p><b>BREEAM (Compliance)</b></p> <p>CONDITION: A post construction BREEAM assessment demonstrating that a target rating of 'Excellent' has been achieved for the school and commercial development (or such other target rating as the local planning authority may agree provided that it is satisfied all reasonable endeavours have been used to achieve an 'Excellent' rating) shall be submitted as soon as practicable after practical completion.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
30	<p><b>Delivery Servicing Plan – TfL (Details)</b></p> <p>CONDITION: Delivery and servicing plans (DSP) for the school and residential/commercial parts of the development detailing servicing arrangements including the location, times and frequency shall be submitted to and approved in writing by the Local Planning Authority (in consultation with TfL) prior to the first occupation of the relevant part of the development hereby approved.</p>

	<p>The DSPs shall follow TfL guidance on minimising the impact of freight movements on the transport network.</p> <p>The DSPs shall provide that no servicing shall take place between the hours of 2300 on one day and 0700 on the following day on any day.</p> <p>The building facilities shall thereafter be operated strictly in accordance with the details so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting servicing arrangements are satisfactory in terms of their impact on highway safety and the free-flow of traffic and do not adversely impact on existing and future residential amenity.</p>
31	<p><b>Demolition and Construction Logistics Plans for School Development (Details)</b></p>
	<p>CONDITION: No demolition or construction works relating to the school development shall take place unless and until a Demolition and Construction Logistics Plan (DCLP) has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The DCLP shall assess the impacts during the demolition and construction phase of the development on surrounding streets and include relevant measures from Section 3 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk.</p> <p>The DCLP should address all vehicular movements to and from the site during demolition and construction phases of development and also demonstrate that vehicular activity associated with construction will be co-ordinated with activity associated with the redevelopment of neighbouring sites in order to manage the cumulative impact on the local highway network.</p> <p>The development shall be carried out strictly in accordance with the approved DCLP throughout the demolition and construction period.</p> <p>REASON: To ensure that demolition and construction works do not have an adverse impact on public safety and the transport network.</p>
32	<p><b>Construction Logistics Plan for Residential/Commercial Development (Details)</b></p>
	<p>CONDITION: No construction works relating to the residential/commercial development shall take place unless and until a Construction Logistics Plan (CLP) has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The CLP shall assess the impacts during the demolition and construction phase of the development on surrounding streets and include relevant measures from Section 3 of the Mayor of London's Construction Logistics Plan Guidance for Developers issued in April 2013, and specifically address the safety of vulnerable road users through compliance with the Construction Logistics and Cyclist Safety (CLOCS) Standard for Construction Logistics, Managing Work Related Road Risk.</p> <p>The CLP should address all vehicular movements to and from the site during demolition and construction phases of development and also demonstrate that vehicular activity</p>



	<p>associated with construction will be co-ordinated with activity associated with the redevelopment of neighbouring sites in order to manage the cumulative impact on the local highway network.</p> <p>The development shall be carried out strictly in accordance with the approved CLP throughout the demolition and construction period.</p> <p>REASON: To ensure that construction works do not have an adverse impact on public safety and the transport network.</p>
33	<p><b>Demolition Construction Environmental Management Plan for the School Development (Details)</b></p>
	<p>CONDITION: A Demolition and Construction Environmental Management Plan (DCEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any demolition works commencing on site. The report shall assess impacts during the demolition and construction phases of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>THE DCEMP should pay reference to BS5228:2009, LBI's Code of Construction Practice, CoL's Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites (and arrangements for liaison set out therein), the GLA's SPG on construction dust and emissions (including the Non-Road Mobile Machinery register) and any other relevant guidance.</p> <p>The DCEMP shall include details of a telephone contact for neighbouring residents in relation to queries or concerns regarding construction management.</p> <p>REASON: In the interests of residential and local amenity, public safety and air quality.</p>
34	<p><b>Construction Environmental Management Plan for the Residential/Commercial Development (Details)</b></p>
	<p>CONDITION: A Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any demolition works commencing on site. The report shall assess impacts during the demolition and construction phases of the development on nearby residents and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>THE CEMP should pay reference to BS5228:2009, LBI's Code of Construction Practice, CoL's Department of Markets and Consumer Protection's Code of Practice for Deconstruction and Construction Sites (and arrangements for liaison set out therein), the GLA's SPG on construction dust and emissions (including the Non-Road Mobile Machinery register) and any other relevant guidance.</p>

	<p>The CEMP shall include details of a telephone contact for neighbouring residents in relation to queries or concerns regarding construction management.</p> <p>REASON: In the interests of residential and local amenity, public safety and air quality.</p>
35	<p><b>Mounting of Mechanical Plant (Details)</b></p> <p>CONDITION: Before any mechanical plant is used on the premises it shall be mounted in a way which will minimise transmission of structure borne sound or vibration to any other part of the building in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.</p> <p>REASON: In order to protect the amenities of occupiers of the building.</p>
36	<p><b>Accessible Housing – Major Schemes (Details)</b></p> <p>CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, 59 of the residential units shall be constructed to meet the requirements of Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2) and 7 units shall be constructed to meet the requirements of Category 3 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Wheelchair user dwellings' M4 (3). The Category 3 units shall meet the requirements of M4 (3) (2) (b).</p> <p>A total of six 1-bed and one 2-bed units shall be provided to Category 3 standards.</p> <p>A total of twenty-nine 2-bed, twenty-five 2-bed and five three bed units shall be provided to Category 2 standards.</p> <p>Building Regulations Approved Plans and Decision Advice Notice, confirming that these requirements will be achieved, shall be submitted to and approved in writing by Local Planning Authority prior to commencement of superstructure in respect of the residential element.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON - To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs, in accordance with London Plan 2016 policy 3.8 (Housing Choice).</p>
37	<p><b>Air Quality Assessment (Details)</b></p> <p>CONDITION: Prior to the commencement of any works an Air Quality Assessment, that includes an assessment as to whether the development is air quality neutral, shall be submitted to and approved in writing by the Local Planning Authority. If the development is not at least air quality neutral, a scheme to mitigate the air quality impact of the development shall also be submitted and approved in writing by the Local Planning Authority prior to any works taking place. The mitigation scheme shall prioritise mitigation on-site unless it can be demonstrated that on-site provision is impractical or inappropriate. The approved mitigation shall be implemented and maintained as agreed.</p> <p>REASON: In order to positively address local air quality, particularly nitrogen dioxide and particulates PM10.</p>
38	<p><b>Air Quality (Details)</b></p> <p>CONDITION: Prior to the commencement of any superstructure works a site report detailing steps to minimise the development's future occupiers' exposure to air pollution</p>

	<p>shall be submitted to and approved by the Local Planning Authority.</p> <p>The report should consider:</p> <ul style="list-style-type: none"> <li>- Ventilation which draws in clean filtered air</li> <li>- Provision of information for staff and pupils on reducing their exposure to nitrogen dioxide</li> <li>- Measures to promote walking/cycling and public transport</li> <li>- Discouragement of private car use and measures to stop idling engines</li> <li>- Specification of ultra-low nitrogen dioxide boilers</li> <li>- Any greening measures to reduce exposure to nitrogen dioxide; and</li> <li>- Any other relevant measures.</li> </ul> <p>The approved scheme is to be completed prior to occupation of the development and shall be permanently maintained thereafter.</p> <p>REASON: In order to ensure satisfactory air quality for future occupants of the development.</p>
39	<p><b>Combined Heat and Power (CHP) System – Air Quality (Details)</b></p>
	<p>Prior to the installation or subsequent replacement of each CHP system, details and specification of each system shall be submitted to and approved in writing and by the Local Planning Authority. The details and specification of the CHP systems shall include the following:</p> <ul style="list-style-type: none"> <li>• Make and model of the system and details of the additional abatement technology that has been investigated for fitment to reduce air pollution emissions;</li> <li>• Type, height and location of the flue/chimney (including calculation details regarding the height of the flue / chimney);</li> <li>• Certification for use of the flue / chimney in a smoke control area;</li> <li>• A breakdown of emissions factors of nitrogen oxides, particulates and any other harmful emissions from the gas fired CHP and details of any mitigation measures to reduce emissions to an acceptable level (No CHP plant in the thermal input range 50kWth to 20MWth with NOx emissions exceeding that specified in Band B of Appendix 7 to the GLA Sustainable Design and Construction Supplementary Planning Guidance published April 2014 (or any updates thereof applicable at time of installation) will be acceptable);</li> <li>• An assessment of the impact of the emissions to ground level concentrations and any additional impact for surrounding buildings/structures, including the rooftop play area of the school;</li> <li>• An acoustic report for the plant</li> <li>• An ongoing maintenance schedule.</li> </ul> <p>Prior to any CHP plant coming into operation the results of an emissions test demonstrating compliance with the approved emissions factors shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>REASON: In order to ensure satisfactory air quality in the locality.</p>
40	<p><b>Boiler Installation (Compliance)</b></p>

	<p>CONDITION: No boilers that have a dry NOx emission level exceeding 40 mg/kWh (measured at 0% excess O2) shall at any time be installed in the building.</p> <p>REASON: In order to ensure satisfactory air quality in the locality.</p>
41	<p><b>Refuse/Recycling Provided (Compliance)</b></p> <p>CONDITION: The dedicated refuse / recycling enclosures indicated on approved drawings ref. COL-HBA-00-00-DR-A-00_201 Rev. P4 shall be provided prior to the first occupation of the development hereby approved and maintained as such thereafter.</p> <p>All the occupants of the development shall have access to and be required to place their waste in the storage chambers.</p> <p>The storage chamber shall comply with BS5906 specifications.</p> <p>The resident's waste chamber shall be fitted with a fire brigade FB2 or budget type lock.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
42	<p><b>Refuse Collection Point (Details)</b></p> <p>Prior to first occupation details of a collection point for refuse shall be submitted to and approved by the Local Planning Authority. The refuse storage facilities shown on the drawings hereby approved shall be provided and maintained throughout the life of the development for the use of all occupiers.</p> <p>REASON: To provide adequate facilities for the storage and collection of waste in accordance with the following policy of the Local Plan: DM17.1.</p>
43	<p><b>Kitchen Extraction Units (Details)</b></p> <p>CONDITION: Full details of the following shall have been submitted to and approved in writing by the Local Planning Authority and installed prior to first occupation of the school development hereby approved and shall be permanently maintained in accordance with the approved details thereafter:</p> <ul style="list-style-type: none"> <li>a) All externally ventilated kitchen plant;</li> <li>b) Kitchen extraction and discharge, including, smoke grease and odour control in accordance with DEFRA Guidance on the control of odour and noise from commercial kitchen exhaust systems.</li> </ul> <p>Flues must terminate at roof level or an agreed high level location which will not give rise to nuisance to other occupiers of adjacent buildings. Any works that would materially affect the external appearance of the building will require a separate planning permission.</p> <p>REASON: In the interests of the residential amenities of the occupants of adjacent dwellings.</p>
44	<p><b>Mobile Play Equipment for Under 5s (Details)</b></p> <p>CONDITION: Details of the specification of mobile play equipment suitable for under 5s to be stored when not in use within the dedicated storage room within the basement of the residential block shall be submitted to and approved in writing by the Local Planning Authority prior to occupation of the residential block. The mobile play equipment shall be provided in accordance with the approved details and installed in accordance with the</p>

	<p>approved programme and shall be permanently maintained as such thereafter.</p> <p>REASON: To secure the appropriate provision of doorstep children's playspace.</p>
45	<p><b>Fire escape strategy (Details)</b></p> <p>CONDITION: Details of a fire escape strategy for the school and residential/commercial buildings to include details of means of escape from the rooftop play area shall be submitted to and approved in writing by the Local Planning Authority in consultation with the London Fire and Emergency Planning Authority prior to first occupation of the school buildings and the strategy shall remain in place thereafter.</p> <p>REASON: In the interests of the safety of occupants of the buildings in the event of a fire.</p>
46	<p><b>Lifts (Details)</b></p> <p>CONDITION: All lifts serving the dwellings hereby approved shall be installed and operational prior to the first occupation of the residential dwellings hereby approved.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that adequate access is provided to the residential units at all floors.</p>
47	<p><b>Programme of Archaeological Investigation (Details)</b></p> <p>CONDITION: No development other than demolition shall take place on site unless and until the applicant has secured the implementation of a programme of archaeological mitigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Local Planning Authority in consultation with Historic England. The Written Scheme of Mitigation shall include any temporary works which may have an impact on the archaeology of the site</p> <p>No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved. The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the approved Written Scheme of Investigation, and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.</p> <p>REASON: Heritage assets of archaeological interest may survive on the site. The planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development.</p>
48	<p><b>Details of Ground Level Slab (Details)</b></p> <p>CONDITION: No works except demolition to ground slab level shall take place before details of the new ground floor slab and all below groundworks including drainage and foundation design, to include a detailed design and method statement, have been submitted to and approved in writing by the Local Planning Authority, such details to show the preservation of surviving archaeological remains which are to remain in situ.</p> <p>REASON: To ensure the preservation of archaeological remains following archaeological investigation.</p>
49	<p><b>Inclusive Design (Compliance)</b></p>

	<p>CONDITION: The development shall be designed in accordance with the principles of Inclusive Design. To achieve this the development shall incorporate step free external space, open space and landscaping, and level access to amenity facilities.</p> <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
50	<p><b>Nesting Boxes (Details)</b></p> <p>CONDITION: Details of bird and bat nesting boxes and/or bricks shall be submitted to and approved in writing by the Local Planning Authority prior to relevant works.</p> <p>The details shall include the exact number, location, specification and design of the habitats.</p> <p>The nesting boxes / bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
51	<p><b>Security fobs coded from core to decks for each floor (Compliance)</b></p> <p>CONDITION: Access to each residential deck from the building core shall be controlled by coded security fobs which shall ensure that only residents of flats on each deck have access to the deck. The security fob system shall be permanently maintained thereafter.</p> <p>REASON: In the interests of the safety and residential amenity of the occupants of dwellings within the residential block given the lack of defensible space around habitable room windows.</p>
52	<p><b>Wind Mitigation Measures (Details)</b></p> <p>CONDITION: No development other than demolition shall take place until the detailed design of all wind mitigation measures has been submitted to and approved in writing by the Local Planning Authority. These details shall include the size and appearance of any features, the size and appearance of any planting containers, trees species, planting medium and irrigation systems. No part of the building shall be occupied until the approved wind mitigation measures have been implemented unless the Local Planning Authority agrees otherwise in writing. The said wind mitigation measures shall be retained in place for the life of the building unless otherwise agreed by the Local Planning Authority.</p> <p>REASON: In order to ensure that the proposed development does not have a detrimental impact on the amenities of the area. These details are required prior to construction in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.</p>
53	<p><b>Base Line Terrestrial Television and Radio Interference Study (Details)</b></p> <p>CONDITION: No development including demolition shall take place until the developer has secured the completion of a Base-Line Terrestrial Television and Radio Interference Study ("the Base-Line Study") to assess terrestrial television and radio reception to</p>

	<p>residential properties in the vicinity of the site. The Base-Line Study shall be carried out in accordance with a Base-Line Study Scheme first submitted to and approved in writing by the Local Planning Authority, and which shall include details of the residential properties to be surveyed.</p> <p>REASON: To ensure that the existing television reception at other premises is not significantly affected by the proposed development. These details are required prior to commencement in order to create a record of the conditions prior to changes caused by the development.</p>
54	<p><b>No development in advance of building lines (Compliance)</b></p> <p>CONDITION: Except as may otherwise be approved in writing by the Local Planning Authority, no development shall be carried out in advance of the building lines as shown on the deposited plans.</p> <p>REASON: To ensure compliance with the proposed building lines and site boundaries.</p>
55	<p><b>Land between existing building lines and new building (Details)</b></p> <p>CONDITION Prior to the occupation of any part of the building, the land between the existing building lines and the face of the proposed new building shall be brought up to street level, paved and drained in accordance with details to be submitted to and approved in writing by the Local Planning Authority and shall not be fenced or otherwise enclosed or obstructed.</p> <p>REASON: To ensure compliance with building lines and to ensure a satisfactory treatment at ground level.</p>
56	<p><b>No additional plant or telecommunications equipment (Compliance)</b></p> <p>CONDITION: Unless otherwise approved by the LPA no plant or telecommunications equipment shall be installed on the exterior of the building, including any plant or telecommunications equipment permitted by the Town &amp; Country Planning (General Permitted Development) Order 2015 or in any provisions in any statutory instrument revoking and re-enacting that Order with or without modification.</p> <p>REASON: To ensure a satisfactory external appearance.</p>
57	<p><b>Road vehicle attack mitigation (Details)</b></p> <p>CONDITION: The development shall incorporate such measures as are necessary within the site to resist structural damage arising from an attack with a road vehicle or road vehicle borne explosive device, details of which must be submitted to and approved in writing by the Local Planning Authority before any construction works hereby permitted are begun.</p> <p>REASON: To ensure that the premises are protected from road vehicle borne damage within the site. These details are required prior to construction work commencing in order that any changes to satisfy this condition are incorporated into the development before the design is too advanced to make changes.</p>
58	<p><b>Scheme for Avoidance of Expansion Joints (Details)</b></p> <p>CONDITION: Before any works thereby affected are begun a scheme for the avoidance of expansion joints in the elevation shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved details.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the detail of</p>

	the proposed development and to ensure a satisfactory external appearance.
59	<b>Installation of Street Lighting (Details)</b> CONDITION: Unless otherwise approved in writing by the Local Planning Authority, before any works thereby affected are begun, details of the provision to be made in the building's design to enable the discreet installation of street lighting on the development, including details of the location of light fittings, cable runs and other necessary apparatus, shall be submitted to and approved in writing by the Local Planning Authority, and the development shall be carried out in accordance with the approved details.  REASON: To ensure provision for street lighting is discreetly integrated into the design of the building in accordance with the following policy of the City of London Local Plan: DM10.1.
60	<b>Hours of Community Use of School Hall (Compliance)</b> CONDITION: The school hall shall not be made available for community use outside of the hours of 8am to 10pm.  REASON: To ensure that the proposed development does not have an adverse impact on neighbouring residential amenity.
61	<b>Submission of Basement Impact Assessment (Details)</b> CONDITION: Prior to the commencement of development (excluding demolition) a Basement Impact Assessment shall be submitted to and approved in writing by the Local Planning Authority. The Basement Impact Assessment shall be accompanied by a Structural Method Statement which must be signed and endorsed by a Chartered Civil Engineer or Chartered Structural Engineer with relevant experience.  REASON: In order to ensure a satisfactory design for the basement which takes account of ground conditions, archaeology and neighbouring properties.

### List of Informatives

1	<b>Planning Obligations Agreement</b> SECTION 106 AGREEMENT You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.
2	<b>Superstructure</b> DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. In this case, the council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of the new element of a building above its foundations, excluding demolition.  The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	<b>Thames Water (Surface Water Drainage)</b> With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are



	attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921.
4	<b>Thames Water (Mains Water Pressure)</b>
	A Thames Water recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
5	<b>Compliance with the Clean Air Act 1993</b>
	Any furnace burning liquid or gaseous matter at a rate of 366.4 kilowatts or more, and any furnace burning pulverised fuel or any solid matter at a rate of more than 45.4 kilograms or more an hour, requires chimney height approval. Use of such a furnace without chimney height approval is an offence. The calculated chimney height can conflict with requirements of planning control and further mitigation measures may need to be taken to allow installation of the plant.
6	<b>Terraces and Open Space</b>
	The location of outside space is an important consideration with regard to the exposure of air pollutants. The applicant is therefore minded to consider the location of existing and planned combustion plant termination points relative to any terrace, general access areas or openable windows etc. In addition to any building control or planning requirements, the third edition of the Chimney Height Memorandum (1981) requires that that certain types of combustion plant terminate at least 3m above any area to which there is general access.
7	<b>Combustion Plant</b>
	Developers are encouraged to install non-combustion renewable technology to work towards energy security and carbon reduction targets in preference to combustion based technology.
8	<b>Biomass CHP</b>
	When considering how to achieve, or work towards the achievement of, the renewable energy targets, it is preferred that developers do not to consider installing a biomass burners as the City and Islington are Air Quality Management Areas for fine particles and nitrogen dioxide. Research indicates that the widespread use of these appliances has the potential to increase particulate levels in London to an unacceptable level. Until the two authorities are satisfied that these appliances can be installed without causing a detriment to the local air quality they are discouraging their use. Biomass CHP may be acceptable providing sufficient abatement is fitted to the plant to reduce emissions to air.
9	<b>Generator Pollution</b>
	Advice on a range of measures to achieve the best environmental option on the control of pollution from standby generators can be obtained from the City of London's Department of Markets and Consumer Protection.  There is a potential for standby generators to give out dark smoke on start-up and to cause noise nuisance. Guidance is available from the Department of Markets and Consumer Protection on measures to avoid this.

10	<b>CIL Informative</b>
	<p>Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at <a href="mailto:cil@islington.gov.uk">cil@islington.gov.uk</a>. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed and the development will not benefit from the 60 day payment window.</p> <p>Further information and all CIL forms are available on the Planning Portal at <a href="http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil">www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</a> and the Islington Council website at <a href="http://www.islington.gov.uk/cilinfo">www.islington.gov.uk/cilinfo</a>. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at <a href="http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/">http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/</a></p>

## **APPENDIX 2: RELEVANT POLICIES**

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

### **1 National Guidance**

The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

### **2. Development Plan**

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013.

It should be noted that the policies of the City of London Development Plan are attached to the end of the City of London officer comments which are appended as Appendix 4 to this report.

The following policies of the Development Plan are considered relevant to this application:

## **A) The London Plan 2016 - Spatial Development Strategy for Greater London**

### **1 Context and strategy**

Policy 1.1 Delivering the strategic vision and objectives for London

### **2 London's places**

Policy 2.9 Inner London

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

### **3 London's people**

Policy 3.2 Improving health and addressing health inequalities

Policy 3.3 Increasing housing supply

Policy 3.4 Optimising housing potential

Policy 3.5 Quality and design of housing developments

Policy 3.6 Children and young people's play and informal recreation facilities

Policy 3.8 Housing choice

Policy 3.9 Mixed and balanced communities

Policy 3.10 Definition of affordable housing

Policy 3.11 Affordable housing targets

Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes

### **4 London's economy**

Policy 4.12 Improving opportunities for all

### **5 London's response to climate change**

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.6 Decentralised energy in development proposals

Policy 5.7 Renewable energy

Policy 5.9 Overheating and cooling

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.18 Construction, excavation and demolition waste

Policy 5.21 Contaminated land

### **6 London's transport**

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.5 Funding Crossrail and other strategically important transport infrastructure

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.13 Parking

### **7 London's living places and spaces**

Policy 7.1 Lifetime Neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and Design of Tall and Large Buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.14 Improving air quality

Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

Policy 7.19 Biodiversity and access to nature

Policy 7.21 Trees and woodlands

### **8 Implementation, monitoring and review**

Policy 8.1 Implementation

Policy 8.2 Planning obligations

Policy 8.3 Community infrastructure levy

## B) Islington Core Strategy 2011

### Spatial Strategy

Policy CS7 (Bunhill and Clerkenwell)

Policy CS8 (Enhancing Islington's Character)

Policy CS12 (Meeting the Housing Challenge)

Policy CS13 (Employment Spaces)

Policy CS14 (Retail and Services)

Policy CS16 (Play Space)

### Strategic Policies

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

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)

Policy CS19 (Health Impact Assessments)

## C) Development Management Policies June 2013

### Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

DM2.3 Heritage

DM2.4 Protected Views

### Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.3 Decentralised energy networks

DM7.4 Sustainable design standards

DM7.5 Heating and cooling

### Housing

DM3.1 Mix of housing sizes

DM3.4 Housing standards

DM3.5 Private outdoor space

DM3.6 Play space

DM3.7 Noise and vibration (residential uses)

### Transport

DM8.1 Movement hierarchy

DM8.2 Managing transport impacts

DM8.3 Public transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

DM8.6 Delivery and servicing for new developments

### Employment

DM5.4 Size and affordability of workspace

### Health and open space

DM6.1 Healthy development

DM6.2 New and improved public open spaces

DM6.5 Landscaping, trees and biodiversity

DM6.6 Flood Prevention

### Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

## D) Finsbury Local Plan June 2013

BC34 – Richard Cloudesley

### Delivery and Monitoring

BC10 Implementation

### 3. **Designations**

The site has the following designations under the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013 and Site Allocations 2013:

- Site Allocation BC34 'Richard Cloudesley School' Central Activities Zone (CAZ)
- Core Strategy CS7 - Key Area Bunhill and Clerkenwell
- Moorfields Archaeological Priority Area
- Local Cycle routes
- St Luke's Conservation Area (northern part of the site)
- Within 50m of the Hat & Feathers Conservation Area
- Article 4 Direction (A1-A2)

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

The following SPGs and/or SPDs are relevant:

Islington Local Development Plan	London Plan
<ul style="list-style-type: none"><li>- Conservation Area Design Guidelines</li><li>- Planning Obligations and S106</li><li>- Urban Design Guide</li><li>- Environmental Design</li><li>- Development Viability</li></ul>	<ul style="list-style-type: none"><li>- Accessible London: Achieving an Inclusive Environment</li><li>- Housing</li><li>- Affordable Housing and Viability</li><li>- Social Infrastructure</li><li>- The Control of Dust and Emissions during Construction and Demolition</li><li>- Shaping Neighbourhoods: Character and Context</li><li>- Sustainable Design &amp; Construction</li><li>- Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy</li><li>- Shaping Neighbourhoods: Play and Informal Recreation</li><li>- Central Activities Zone</li></ul>



# **APPENDIX 3: DESIGN REVIEW PANEL RESPONSE LETTERS**



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Our ref: DRP/97

Date: 26 August 2016

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: 99 Golden Lane, London, EC1Y 0TZ (pre-application ref. Q2016/1875/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 10 August 2016 for a first review of the above scheme. The proposed scheme under consideration is for a part double height ground floor/part 4 storey building to provide a 2 form entry primary school plus nursery and a 16 storey block (above double height ground floor/undercroft) to provide 69 residential units (social rented tenure) with school play area (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington, Cordula Zeidler, Patrick Lynch and Simon Foxell on 10 August 2016 including a site visit and a presentation from the design team followed by a question and answer session and deliberations at Islington Town Hall. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

**Panel's observations**

The Panel thanked the design team for presenting the scheme to them at an early stage of development. They appreciated the constraints of the site and the ambitions of the brief. However, panel members were concerned that they had not been presented with enough information on the process of design development to offer sufficient justification for the proposed approach. The Panel made the following observations.

**Height and density**

The Panel was sympathetic to the intention of the brief to provide a great amount of social housing on site in addition to the educational building. However, panel members were concerned about the proposed density and felt there had been insufficient assessment of the context to guide the proposal.

They felt the proposed height did not respond to its context and such approach would require a very robust justification which had not been presented yet. Panel members were concerned that a building of this height would potentially have an adverse impact on the

school itself and also the existing buildings to the East and the North of the site. They questioned whether the design team had explored other ways to provide the same density without such excessive height.

The Panel was not convinced that proposing a very high building in such a delicate urban grain would provide a successful building.

#### Impact on the Golden Lane Estate and Great Arthur House

Strong concerns were raised in relation to the impact on the listed Golden Lane Estate (GLE). The Panel felt that Great Arthur House (GAH) was the crown in the arrangement of the GLE and that replicating it would fundamentally change the way the estate would be read and undermine the significance of GAH. They were concerned that a true assessment of the significance of the estate and the impact of the scheme had not been undertaken. They emphasised that detailed view studies would be required in order to assess the impact of the scheme on the listed estate and the rest of the surrounding area.

The Panel felt that the robust original masterplan for the GLE had been cited by the design team as reference for the proposal. However, they were concerned that in fact the proposed scheme would be an interruption to the original masterplan and would detract from it. They did not think the scheme could be justified as an extension of the estate but should instead be considered as a building in its own right which required an appropriate response to both its immediate context and the setting of the estate.

#### Environmental impacts

Whereas GAH is located within the estate, the proposed new tower would be located on the edge of the street. Panel members were concerned that not only the scheme would detract from the character of Baltic Street East but also there could be serious implications in terms of overshadowing, wind effects, etc. They highlighted that further studies were required to establish what the real impact of such a tall building on the back of the pavement would be.

#### Street frontage and access

Panel members were also concerned about how the building would meet the ground and whether there would be sufficient activity fronting the street. They felt it was not necessary to provide the school entrance under the housing block and thought a North entrance to the school would be better than one on Golden Lane - placed between the school and the residential.

There were also questions regarding security – while the estate has no gates a school will require the provision of some kind of barrier. The Panel felt that this could be problematic in the context of the estate and questioned whether the design team proposed to mitigate that with level changes or whether they had accepted that this would be a different element to the estate and how they proposed to resolve it.

#### Spaces around the development

Panel members recognised that developing the site would create or impact on several areas of significant public realm around the proposed buildings including outside the new entrance to the school on Baltic Street East and the pedestrian route into the estate along the southern boundary of the site. It was important that any development of the design should specifically consider the quality of these spaces and present studies for them so they could be discussed at future design review sessions.



### Elevation design

The Panel encouraged the design team to consider the cost efficiency of the design (form, elevation design) and the function of the design features (e.g. continuous horizontal element) to ensure the quality of the building which will be delivered.

### **Summary**

The Panel welcomed the opportunity to see the scheme at an early stage and thought the scheme could be a fantastic opportunity for the area. However, the Panel did not believe sufficient analysis of the site and its surroundings had been undertaken. Although they did not entirely rule out the idea of a taller element to the west side of the site, they did not think this was yet justified. Panel members were concerned that the scheme did not yet provide an appropriate response to its context.

The Panel strongly recommended that the scheme be presented to them again as it progresses and emphasised they would like to see appropriate analysis and information on the process the design team has gone through, including discounting options which would help justify their approach.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager





ISLINGTON

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Our ref: DRP/113

Date: 14 February 2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ  
(pre-application ref. Q2016/1875/MJR)**

Thank you for attending Islington's Design Review Panel meeting on 25 January 2017 for a second review of the above scheme. The proposed scheme under consideration is for a part double height ground floor / part 3 storey building to provide a 2 form entry primary school plus nursery and a 14 storey block to provide 72 residential units (social rented tenure) with school play area (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington, Cordula Zeidler, Patrick Lynch and Simon Foxell on 25 January 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a second review. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council.

**Panel's observations**

The Panel welcomed the opportunity to see the scheme for a second time, noting the rationale behind changes to the design and the response of other consultees since the first review. Concerns raised by the Panel related predominantly to the design of the proposed new residential tower.

Height, massing and design

Panel members remained concerned that a building of this height would potentially have an adverse impact on the school itself and also the existing buildings to the East and the North of the site. The Panel felt that the tower had become more bulky than its previous iteration and would therefore play a more prominent role in the townscape, which was considered undesirable. Panel members remain concerned about the height of the proposed residential building and still felt that this should not be higher than Great Arthur House.



The Panel also commented on the orientation of the building and felt that the apartments could be re-orientated to face west, not east. They felt that, if the deck access was to be maintained, the deck areas are likely to be more active than the balconies in general and as such may be more appropriate orientated away from the school playground and with the balconies facing west.

#### Street frontage and access

The narrow, rectangular shape of the residential building, combined with the location of the building hard against the pavement, were questioned by the Panel. It was thought that a deeper building with a narrower street frontage would be more appropriate, because the street would not be presented with such a monolithic elevation. Panel members were concerned that the scheme would detract from the character of Baltic Street East when viewed from this street and felt that the massing could be stepped or the building could appear as two different buildings when viewed from Baltic Street East. The necessity for the provision of an entrance to the school as part of the ground floor frontage of the tower block was again questioned.

#### Relationship to the Golden Lane Estate and Great Arthur House

The Panel pointed out the very great differences between the plot on which Great Arthur House (GAH) is constructed and the proposed site of the new residential tower. GAH is at the centre of the estate and as a focal point, it is afforded considerable space, without any other estate buildings in close proximity. By comparison, the application site is hemmed in and also fronts the street directly.

The Panel felt that it was not appropriate or possible to replicate the qualities and character of GAH successfully, and therefore the design of the new tower should be developed in its own right and in response to the particular brief for this building for high quality social housing. By the same token, panel members were also unconvinced by the idea that the characteristics and spirit of GAH could be achieved under current building regulations, which are much changed since the 1950s. The Panel therefore advised that a tall building in this location was not a problem in principle, but it needed to be a convincing design in its own right, so as not to detract from the legibility of the Golden Lane Estate.

#### Environmental impacts

Panel members raised concerns over well-known wind issues arising from point blocks, which would be more problematic in this location, considering the close relationship to both the street and school playground. Panel members suggested that the inevitable wind trap should not be addressed using trees, thereby dictating a landscaping scheme for the school, and should instead be mitigated through the design of the residential block. One potential solution was recommended which would be to step back the top storeys of the residential block and make up units elsewhere on the site, to create an asymmetric building. This may help to address both the potential wind trap and the harm to the townscape. The Panel also recommended that a building or covered area was needed to define the edge of the playground and provide appropriate shelter.

#### Energy efficiency

Significant concerns were raised by panel members over issues of efficiency arising from the layout of the proposed residential block. The balconies and deck access arrangement would result in a large amount of shading, which in turn would require large expanses of glazing in order to provide sufficient light to each unit. Panel members pointed out that this is likely to make the residential units less energy efficient.





### Landscaping

The proposed school playground landscaping was felt to be unresolved and potentially problematic for free-flow activities, and lacked a proper rationale.

### **Summary**

The Panel commended the emerging design for the new school building, considering this to be a high quality response to the site context. However, the proposed residential tower is still a major concern. The issues arising from the proposed deck access, balconies and glazing, in addition to the relationship of the proposed tower block to the street, should be thought about in this context. The landscaping strategy presented was also of considerable concern and the Panel felt that a change in direction was needed in order to properly address the issues and constraints of the site.

The Panel recommended that the scheme was brought back to the DRP for a third review as key issues remained unresolved.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager

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Our ref: DRP/125

Date: 06 June 2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ**  
(pre-application ref. Q2016/1875/MJR)

Thank you for attending Islington's Design Review Panel meeting on 16 May 2017 for a third review of the above scheme. The proposed scheme under consideration is for the demolition of the existing buildings on the site and the erection of a 3 storey school building with enclosed rooftop play area along with a separate single storey school hall building to accommodate a two form entry primary school and a nursery for 38 children and a 14 storey residential block to provide 66 residential units (social rented tenure) (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington and Cordula Zeidler on 16 May 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a third review. The views expressed below are a reflection of the Panel's discussions as an independent advisory board to the Council. Comments were also provided by Patrick Lynch, who was unable to attend the review due to illness. These have also been reviewed by the chair and included within this letter.

**Panel's observations**

The Panel welcomed the opportunity to see the scheme for a third time and most members acknowledged improvements have been made to the proposals since the last review in January. However, substantial concerns were raised by the Panel on the height, design and quality of the proposed new residential tower.

Height, massing and design of residential tower

The Panel had mixed views about the height, bulk and mass of the building, with some still concerned about the height and its dominance on the street and within the setting of the heritage assets and commented that the building still looked too "lumpy". Some panel members were also disappointed at the lack of exploration and specifically a full justification

for why other options, that better broke down the mass or proposed a number of lower blocks as the Panel had previously suggested, did not work. Panel members questioned the lack of verified views, as these were not presented to the Panel at this review, and felt that these would further aid their assessment of the proposals. They were particularly concerned about the view from Old Street, also raised concerns with views from Banner Street and felt that the height needed to be looked at further from surrounding views.

Although it was generally felt that the podium had improved the relationship between the proposed building and the building heights on Golden Lane and Banner Street, there was a discussion about the appropriate height of the podium. Some thought the podium was too tall and that the relationship was still unsuccessful with the wider, bulkier building not relating well to the other more elegant buildings in the area. Generally panel members did feel that stepping the height in from one end of the plinth may improve the tower when viewed from Banner Street and may also allay some fears of Basterfield House residents, but raised concerns about the potential problems with providing a publicly accessible (to the local community) terrace to the top of the podium and also highlighted potential overlooking issues to residents in Basterfield House and suggested that this may either be limited in terms of its use and/or be set in from the edge.

However as a result of introducing a podium it was felt that the podium and the tower above looked too separate and did not read well as one building, making the tower element look even bigger. The articulation of the elevations, especially above the podium, also did not help with how the building's massing, bulk and height is read. They felt that as a result this approach reduced the potential elegance of the building.

More detail was required in order to properly assess the proposed materials, but panel members expressed concern over the use of GRC in relation to joints and detailing. With the requirement for a building of outstanding quality the Panel felt the residential tower needed better articulation and that the architectural expression was unresolved and did not sit well as currently proposed. They commented that further refinement and detail is needed. Panel members accepted the public benefits provided by the proposals for the site but argued that this was no excuse for poor design and that significant design improvements were required in order to make a building of this height acceptable on the site.

The Panel welcomed the reorientation of the apartments to face west, as this was in line with their advice given at the previous review, but questioned the orientation of the duplexes. They did, however, support the relocation of the duplex apartments to the lower level.

#### Street frontage and access

The Panel was originally unconvinced by the school entrance underneath the residential block in addition to the entrance on Baltic Street West. However, they understood the rationale for two entrances with the reconfigured ground floor and welcomed the more detailed work that had been done. However, the Panel still needed to be convinced that it worked as a recessed space on the street and more detail is required in terms of lighting, material, design of the gates, and security.

#### School design

The Panel was supportive of the school and changes to the design, including the separate hall. They commented that this would enable the more flexible use of this space by the community at varying times. Panel members added that the separate buildings better related



to the morphology of the Golden Lane Estate as a collection of buildings with spaces around them. They were supportive of the materials proposed for the school buildings. They commented that it was important that any greening proposed to boundary walls between the school and the existing residents should be carefully managed to ensure that it really happens and is maintained properly.

#### Environmental impacts and energy efficiency

The Panel were generally supportive of the changes and improvement made in terms of the environmental impact of the building, but suggested that the desire to express the strong horizontals and verticals, and depth of the maisonette balconies may have a negative impact on the quality of the residential units in terms of the daylight within units and the quality of the internal space.

#### Landscaping

The Panel felt that the landscape proposals had greatly improved since the last review and were now far more appropriately designed for use as a school playground.

#### **Summary**

The Panel welcomed the design improvements and supported the changes made to the boundaries, access and servicing for the school and playground. However, panel members still had major concerns with the residential building with mixed views expressed and some still feeling it was too tall. Panel members also felt that the two elements of the building lacked integration and did not currently read as one building. They were particularly worried with how the tower element would appear within the streetscape from Banner Street and Old Street. The Panel all agreed that the building needed greater articulation and refinement as it was not yet considered to be of sufficient quality to justify a tall building. Previous concerns about the daylight and quality of the space within the residential units remained.

The Panel recognises that the proposed residential building is a tall building outside of Islington's designated tall buildings area, but felt that harm to the townscape and heritage assets could possibly be justified with public benefit if a design came forward for a building of outstanding quality. A proposal for such a building would need to clearly demonstrate its quality in terms of design, detailing and materials. However, this would have to be assessed based on a more thorough townscape views in order to accurately understand the impact on the townscape and heritage assets. Consequently, the Panel does not think the design or height has currently been properly justified. As such the Panel requested that the residential part of the scheme is substantially reconsidered based on these comments and returns for a fourth review with all the necessary detail and views so that panel members are able to properly assess the proposals.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

#### **Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.



Yours sincerely,

A handwritten signature in black ink, appearing to read 'Lucy'.

**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager



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Our ref: DRP/134

Date: 29 September 2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ  
(planning application ref. P2017/2961/FUL)**

Thank you for attending Islington's Design Review Panel meeting on 12 September 2017 for a forth review of the above scheme. The proposed scheme under consideration is for the demolition of the existing buildings on the site and the erection of a 3 storey school building with enclosed rooftop play area along with a separate single storey school hall building to accommodate a two form entry primary school and a nursery for 38 children and a 14 storey residential block to provide 66 residential units (social rented tenure) (officer's description).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Dominic Papa (chair), Thomas Lefevre, Richard Lavington and Cordula Zeidler on 12 September 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. There was no site visit as this was a forth review. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

**Panel's observations**

The Panel welcomed the opportunity to review the scheme for a fourth time and acknowledged that improvements had been made to the proposals since the last review in May. Panel members also discussed some of their previous concerns which had not been fully overcome. The Panel did not revisit the discussion over the height and impact on the townscape and heritage assets, but acknowledged that it would make an impact on their setting. Instead, panel members concentrated their discussions on the design development of the scheme and the quality of the proposed new residential tower. They expressed their support to the provision of affordable housing, but highlighted that should the public benefits of the scheme be considered to justify a tall building in this location, the design quality would also need to be exceptional in order to comply with policy. Unfortunately, the Panel did not believe that the design is yet of an exceptional level of quality and made comments in relation to different aspects of the scheme as set out below.



#### Relationship between podium and tower

Panel members raised concerns over the relationship between the podium and the upper part of the tower. They acknowledged some progress had been made in relation to the design of the upper part of the scheme, however they considered its relationship with the podium was still unsuccessful. They felt they read as two separate buildings, one placed uncomfortably over the other.

#### Tower design

While the reduction in the mass to the corners of the tower was welcomed, it was felt that the positive impact would likely be reduced by solid perforated metal balconies, the effect of which was not clear from the plans. They encouraged the design team to explore a different treatment to the balustrades. Likewise, panel members felt it was difficult to assess the visual impact of the background cladding in relation to the frame. They commented that there may be a risk, for example, that an excessive amount of grey metal panels could lead to a 'dead' appearance. The Panel stated that a 1:50 model and more 'zoomed in' CGI views are required in order to assess this.

The Panel suggested that the building should be constructed with the highest quality materials and they expressed their preference for pre-cast concrete as they had concerns about the detailing and longevity of GRC. Panel members expressed concern over the difficulty of ensuring quality of construction through the planning system and felt that certainty in construction quality is required in order for them to be convinced that the design is of an exceptional standard.

Panel members were concerned that construction issues had not been fully considered and were not convinced that quality was clearly deliverable. For example, the Panel was concerned that the jointing detail was not shown on drawings of the upper part of the tower as this would have a significant impact on the resulting appearance of the building. Concerns were also raised over the construction detail of the balconies and the best approach in terms of sustainability. Consequently, they encouraged the design team to explore these construction details as part of the planning application (including 1:5 details) to ensure that the aspirations of a high quality, durable and sustainable building are delivered. Given the importance of how this project will be detailed and realised, they suggested the local authority and the design team should liaise to ensure there is control over procurement and detailing post planning so that the intended quality is safeguarded.

#### Podium design

Panel members raised concerns over the proportions of the podium, specifically with the maisonettes expressed as double storeys, which was not considered successful. There was a discussion about the proposed brick and the Panel concluded that they were not convinced that the choice was right.

The Panel expressed concerns in relation to the entrance to the school which they felt lacked legibility and needed to have greater prominence. The Panel also feared that the proposed enclosed space and large recess might lead to anti-social behaviour. Concern was also raised over the ground floor fronting the street, which the Panel felt lacked visual interest and activity, with much of the space given over to servicing. It is preferred that the ground floor extended the 'covered walkway' established by the existing estate building along Golden Lane. They commented that this would make the detailing even more important. Panel members questioned the design of the columns and stated that these needed to be better considered and detailed.

#### School design

The Panel was generally supportive of the school design. There was some discussion regarding the use of 'hit and miss' brickwork, as well as textured brick. Although, panel members did not necessarily object to this approach, some of them questioned whether there were too many different features being proposed. They also feared this could impact on the architectural identity of the scheme given that this is a feature currently being used in many schemes throughout



London. They also commented that it might be better to re-instate the framing to the top of the elevations as previously shown.

### **Summary**

The Panel welcomed the design improvements that have been made to the proposals since the last review in May, but also commented that some of the concerns raised had not been fully overcome. They acknowledged the public benefits of the scheme and raised no objections to the height should it be considered that these benefits outweigh the harm to the heritage assets. However, they stressed the importance of delivering a scheme of exceptional design quality as part of the justification for the proposed height.

The Panel made comments in relation to the detailing of the tower, its relationship with the podium and necessary improvements to the overall design. They concluded that the design is not yet considered exceptional and that the concerns raised still need to be addressed before they can fully support the scheme. For these reasons they encouraged the design team to return to the DRP for a further review once the design has evolved to address the Panel's concerns.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification, please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

### **Confidentiality**

Please note that since the scheme is at planning application stage, the views expressed in this letter may become public and will be taken into account by the council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager





**CONFIDENTIAL**

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Our ref: Q2017/4274/DRP

Date: 16/11/2017

Dear Jade Wong,

**ISLINGTON DESIGN REVIEW PANEL**

**RE: City of London Primary Academy Islington, 99 Golden Lane, London, EC1Y 0TZ**  
(application ref. P2017/2961/FUL).

Thank you for attending Islington's Design Review Panel meeting on 30 October 2017 for a fifth review of the above scheme. The proposed scheme under consideration is for the demolition of the existing buildings on the site and the erection of a 3 storey school building with enclosed rooftop play area along with a separate single storey school hall building to accommodate a two form entry primary school and a nursery for 38 children and a 14 storey residential block to provide 66 residential units (social rented tenure).

**Review Process**

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (chair), Thomas Lefevre, Richard Lavington and Cordula Zeidler on 30 October 2017 including a presentation from the design team followed by a question and answer session and deliberations at the offices of the London Borough of Islington. Dominic Papa, who chaired the last four reviews was unable to attend the meeting but reviewed all the material submitted, provided comments and has been consulted on the letter which also reflects his own views. There was no full panel site visit as this was a fifth review but the Chair, Richard Portchmouth, undertook a site visit prior to the review accompanied by Dominic Papa to ensure consistency. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the Council.

**Panel's observations**

The Panel reviewed the scheme for a fifth time. Members recognised and appreciated the public benefit of providing a school and social housing and acknowledged that improvements have been made to the proposals since the last review in September but many concerns remained.

The Panel did not revisit the discussion over the height and impact on the heritage assets but once again concentrated on the design detailing. However, the Chair noted that the proposed building would have a substantial impact on townscape views by virtue of its scale and massing, as well as on the Golden Lane Estate. The heritage expert on the panel re-

iterated that the height, bulk and massing will have a major impact on the setting of the heritage assets and that there will be some harm. Previously the panel stated that should the public benefit of social housing be considered to justify a tall building outside of an area designated for tall buildings the design quality would need to be exceptional in order to comply with policy. However, the Panel continued to raise the following concerns.

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

Since the last review a substantial concrete parapet, potentially with external lighting, had been added to the design and the Panel did not support this change which appeared heavy. The Panel stated that this needs to be reconsidered and that a social housing tower should not have unnecessary and energy wasting external lighting. The Chair noted that the building had been designed with an expressed base and middle but that the top lacked and missed the opportunity of articulation in some form.

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

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

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

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

## **Summary**

The Panel acknowledged that improvements have been made to the proposals but many concerns remained. The proposed building would have a substantial impact on the townscape and harm the setting of the heritage assets. Should the public benefit of social housing be considered to justify a tall building outside of an area designated for tall buildings then the design quality would need to be exceptional in order to comply with policy. However, the Panel continued to raise concerns over the relationship between the

podium and the upper part of the tower, the form and materiality of the columns, the concrete parapet, the layout and use of the ground floor, the lack of an active frontage, cost of construction and the delivery of quality and a lack of privacy for future residents due to the walkways. Consequently, the Panel were unable to say that the design is of an exceptional level of quality.

Thank you for consulting Islington's Design Review Panel. If there is any point that requires clarification please do not hesitate to contact me and I will be happy to seek further advice from the Panel.

**Confidentiality**

Please note that since the scheme is at pre-application stage, the advice contained in this letter is provided in confidence. However, should this scheme become the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the Council in the assessment of the proposal and determination of the application.

Yours sincerely,



**Luciana Grave**  
Design Review Panel Coordinator  
Design & Conservation Team Manager

