



PLANNING COMMITTEE REPORT

PLANNING COMMITTEE	
Date:	24 th March 2015

Application number	P2014/4519/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	No
Conservation area	No
Development Plan Context	<ul style="list-style-type: none"> - Core Strategy Key Area – Bunhill and Clerkenwell - Central Activities Zone (CAZ) - Employment Priority Area (General) - Archaeological Priority Area 1 - Moorfields - Finsbury Local Plan Area – Bunhill & Clerkenwell - Site Allocations – 148 Old Street (Royal Mail Building).
Licensing Implications	None
Site Address	Royal Mail House, 148 Old Street, London, EC1V 9BJ.
Proposal	Re-cladding of elevations to Old Street, Bunhill Row and Banner Street, 6th floor extension to Old Street and Bunhill Row, 7th and 8th floor extensions to Old Street to provide additional office floorspace (Use Class B1), creation of new building entrance via Bunhill Row, change of use of the ground floor fronting Old Street to provide flexible retail/restaurant (Use Class A1/A3) units, and associated works. The total floorspace to be created by the proposal is 4354sqm (GEA).

Case Officer	Krystyna Williams
Applicant	Great Ropemaker Partnership
Agent	DP9 Limited

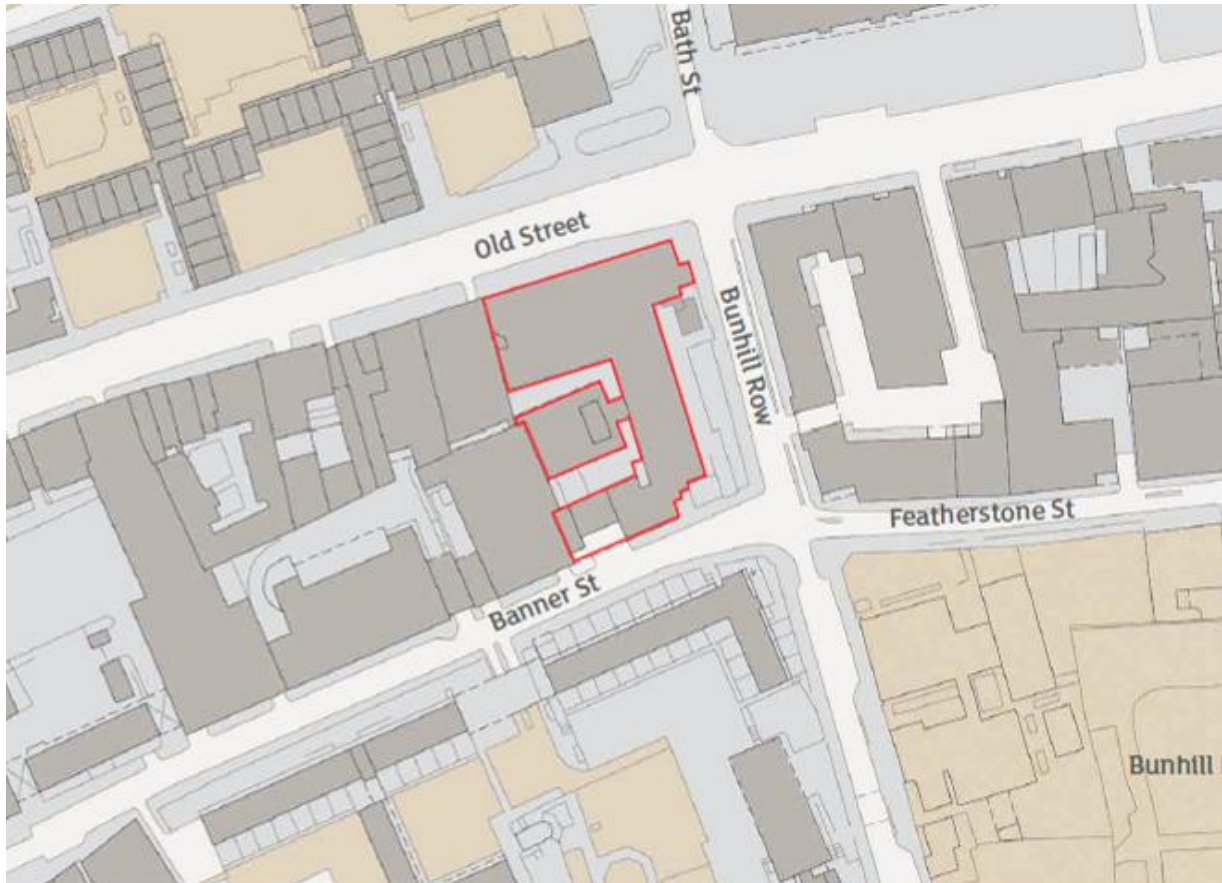
RECOMMENDATION

The Committee is asked to resolve to GRANT planning permission:

1. subject to the conditions set out in Appendix 1; and

- conditional upon the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1.

SITE PLAN (SITE OUTLINED IN RED)



1.1 PHOTOS OF SITE/STREET



Photo 1: Aerial view from North (old Street running left to right in foreground) – Bentina House (front left) has approval for a two storey roof extension.

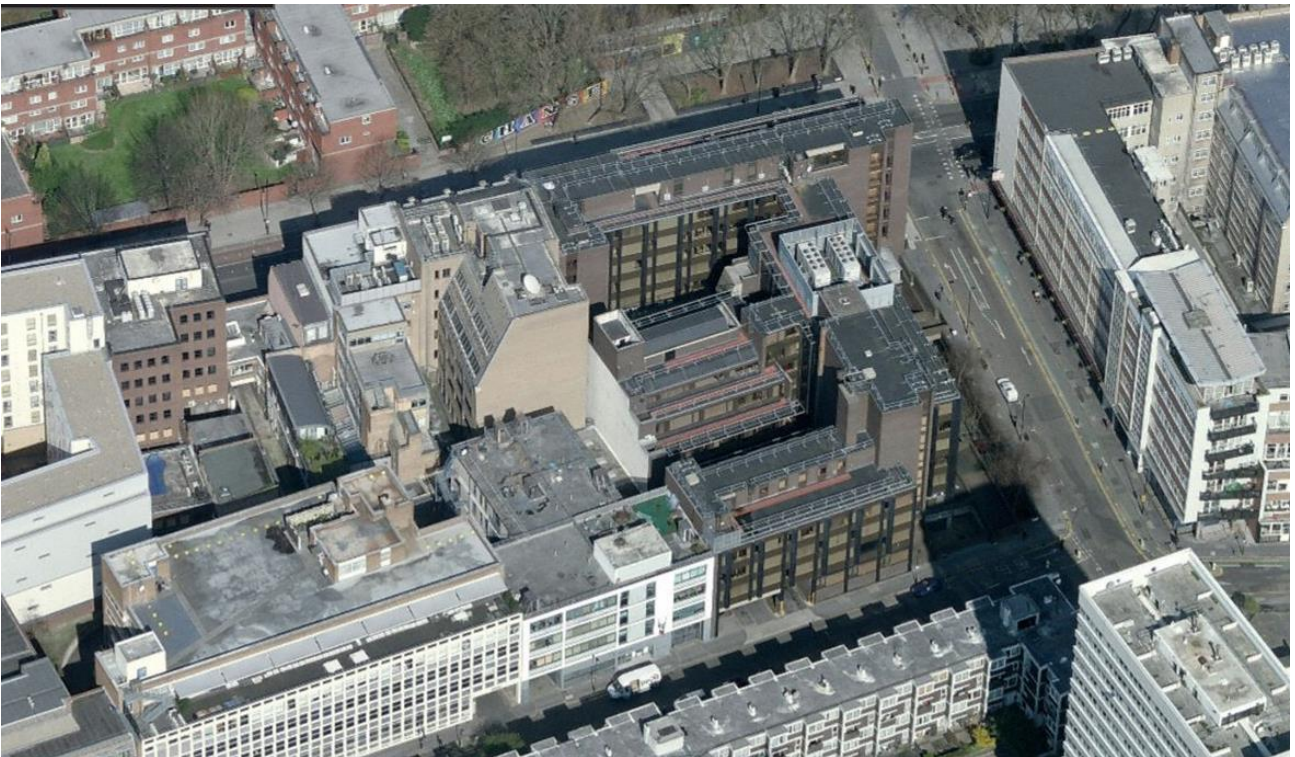


Photo 2: Aerial view from South (looking at the Banner Street frontage). North of the site (Redbrick Estate) application for a 9 storey building (subject to detailed pre-app discussion).



Photo 3: Aerial view from East (looking at the Bunhill Row frontage)



Photo 4: Aerial view from West



Photo 5: Front and Side Elevations fronting Old Street and Bunhill Row respectively



Photo 6: View from Old Street looking down Bunhill Row



Photo 7: Long view east along Old Street



Photo 8: View east along Banner Street

2. SUMMARY

- 2.1 The planning application proposes the re-cladding of elevations to Old Street, Bunhill Row and Banner Street, 6th floor extension to Old Street and Bunhill Row, 7th and 8th floor extensions to Old Street to provide additional office floorspace (Use Class B1), creation of new building entrance via Bunhill Row, change of use of the ground floor fronting Old Street to provide flexible retail/restaurant (Use Class A1/A3) units, and associated works. The total floorspace to be created by the proposal is 4271sqm (GEA).
- 2.2 During the determination of this application the scheme has been amended to respond to concerns raised by officers in respect of the design and appearance of the exterior cladding treatment, in particular along the Old Street elevation, amendments to the roof top extensions and improvements to the main pedestrian access via Banner Street and pedestrian access off Old Street.
- 2.3 The application has been considered with regard to the Development Plan and National Planning Policy Framework (NPPF) and the NPPG and Ministerial Statement dated 28th November 2014, including the presumption in favour of sustainable development.
- 2.4 The main shortcoming of the development is the lack of provision of housing at the site, a requirement of the London Plan and Finsbury Local Plan policies to secured mixed use developments within the Central Activities Zone / south of the borough. Provision on site is not secured due to the constraints of achieving this within a retained building and due to the poor quality amenity those units would secure as a result. Having regard to these constraints and shortcomings, an in-lieu payment would be secured within a 106 legal agreement to mitigate this (£310,880).
- 2.5 The proposal delivers a high quality commercial building which by reason of its height, scale and design responds well to the character and appearance of the surrounding area, an uplift in office floorspace including the provision of 253sqm of affordable workspace at lower ground floor (to be secured at peppercorn rent level for a period of 10 years) provision of retail floorspace at ground floor fronting Old Street, enhanced public realm treatments along Banner Street and Bunhill Row and the introduction of active frontages along Old Street, Banner Street and Bunhill Row. The proposal also provides improved pedestrian access to the site, the removal of all car parking from the site and the introduction of 258 cycle parking spaces located on ground and basement floors.
- 2.6 The comments made by residents have been considered, as have responses from consultee bodies.
- 2.7 The proposal is considered by officers to be acceptable in terms of land use, design and appearance, neighbour amenity, the quality of the proposed office space including the provision of affordable workspace, transportation and servicing, landscaping, sustainability and energy, subject to conditions and to an appropriate Section 106 (S106) agreement, the Heads of Terms of which have been agreed with the applicant.
- 2.8 It is recommended that planning permission be granted.

3. SITE AND SURROUNDINGS

- 3.1 The application site is located on the southern side of Old Street, occupying a plot with frontages to Bunhill Row, Old Street and Banner Street. The Royal Mail building is of typical 1970's design consisting of six floors over basement fronting Old Street and Bunhill Row, and four storeys over basement fronting Banner Street.
- 3.2 The site is in close proximity to the Old Street roundabout located approximately 250 metres to the east of the site. To the south of the site is the Historic, Registered Park and Garden Bunhill Fields Burial Ground. Immediately to the west of the site is No. 142-146 Old Street, a Grade B locally listed building. Further to the west of the site is the statutorily listed St Luke's Church.
- 3.3 Prior to the redevelopment of the application site to its current form, the site comprised the Bovril Building built in 1896 which occupied the entire site footprint with courtyard access via Banner Street (as is the situation today). The redevelopment to deliver the current building in 1974 retained only the brick arch walls of the basement which remain in situ. The building was constructed in a 'U' shape originally with the central wing added at a later date.
- 3.4 There is an existing car park at basement level accessed off Banner Street (to the south of the site). There is also an existing servicing entrance off Banner Street. The main pedestrian entrance to the building is via Old Street.
- 3.5 The existing building is six storeys in height over basement fronting Old Street and four storeys over basement fronting Banner Street and Bunhill Row however it possesses limited architectural merit. It comprises 15,230sqm (GIA) of office (Class B1) floorspace.
- 3.6 The site is not located within a Conservation Area. However, the Bunhill Fields/Finsbury Square and St Luke's Conservation Areas are located to the south and west of the site respectively. Central to the St Luke's Conservation Area is St Luke's Church, dating from 1733, which is located approximately 140 metres to the west of the site. This includes the obelisk spire which is a local landmark (LL14) with important views. Adjacent to the site, No. 142-146 Old Street is a Grade B locally listed building.
- 3.7 The surrounding area comprises a mix of commercial, retail and residential. The area consists of a range of building styles from different periods that have varying architectural styles. To the west of the site is the five storey locally listed building. To the east of the site, on the opposite side of Bunhill Row is Bentima House, 168-172 Old Street, a six storey building which has a recent grant of planning permission for a two storey roof extension (ref: P2014/1304/FUL).
- 3.8 On the opposite side of Old Street to the north of the site is the low-rise residential units at Redbrick Estate. An existing planning application (ref: P2015/0709/FUL) is with the Council for the redevelopment of the site to provide 55 new homes (comprising 16 x 1 bed units, 25 x 2 bed units and 7 x 3x bed), a community centre (D1 use), two flexible A1/A2 use units across three buildings, consisting of the erection of a part single, four and nine storey building at the junction of Old Street and Bath Street to provide a community centre and A1/A2 unit with residential above, a part two and three storey building at the Junction of Old Street and St Luke's Close to provide an A1/A2 unit and residential units and a part single and four storey residential building fronting Bath Street.

- 3.9 To the south of the site on the opposite side of Banner Street is Quaker Court, a four storey residential development, which has a number of residential units having their outlook onto the application site.
- 3.10 The site has a PTAL of 6b and therefore benefits from excellent connections to public transport. It is within 250m of Old Street underground and national rail stations. Liverpool Street Station is located approximately 1.2km to the south of the site which will be served by Crossrail. There are frequent bus services within walking distance of the site and Old Street provides an important pedestrian route.

4. PROPOSAL (IN DETAIL)

- 4.1 The application proposes extensive refurbishment of the existing building. The exterior of the building will be entirely re-clad to the Old Street, Bunhill Row and Banner Street elevations. There will be no increase in height to Banner Street (remaining at 4 storeys) and a single storey extension is proposed to Bunhill Row (making it 7 storeys in height). The existing Old Street element comprises six storeys over basement with additional set-back rooftop office accommodation (total 7 storeys over basement). The proposal comprises an additional two storey extension to Old Street making it 8 storeys with set back roof extension of (total 9 storeys over basement).
- 4.2 The development will include the creation of a new pedestrian building entrance via Bunhill Row as a result of an extension over the existing void fronting Bunhill Row. The proposed development includes the change of use of the ground floor fronting Old Street from office (B1) to provide flexible retail/restaurant (Use Class A1/A3) units.
- 4.3 The total floorspace to be created by the proposal is 4354sqm (GEA).
- 4.4 During the determination of this application the scheme was amended on the advice of officers. These changes included:
- Revised elevational treatments to reduce horizontality;
 - Redesign of rooftop extensions fronting onto Old Street;
 - Improvements to lobby/entrance off Banner Street including level access;
 - Introduction of entrance to office space off Old Street; and
 - Alterations to ground floor treatment fronting Old Street removing the previously low shopfront and replacing this with a double height, glazed shopfront supported by strong, visual pillars providing an element of verticality at street level and creating an active street frontage.
- 4.5 The development includes the removal of the existing brown cladding, and stripping it back to the concrete structure and its replacement with a new façade consisting of brick panels and glazing.
- 4.6 In terms of land use, at basement level the development would provide B1 office floorspace including a self-contained affordable workspace unit measuring 253sqm and cycle storage. The lower ground floor mezzanine comprises B1 office floorspace and further cycle storage.
- 4.7 The Old Street frontage at ground floor would provide three (A1/A3) retail units with direct access via Old Street. Also at ground floor there would be the main pedestrian entrance off Bunhill Row via ramped access, secondary access off Banner Street,

main reception, a remodelled service yard (still) accessed of Banner Street and additional office (B1) floorspace. The above floors will comprise B1 office floorspace.

- 4.8 A breakdown of the floorspace areas (extract from the Planning Statement) is provided below:

	Existing GIA	Proposed GIA	Uplift
Retail (A1-A3)	0sqm	468sqm	468sqm
Office (B1)	15,230sqm	18,911sqm	3,681sqm
A1/A3/B1	0sqm	205sqm	205sqm
Total	15,230sqm	19,584sqm	4,354sqm

5. PLANNING HISTORY

No. 148 Old Street (Royal Mail House)

- 5.1 The existing building was built in the 1970's and below provides a summary of the planning history from this date:

Application ref	Proposal	Decision	Date
940209	Construction of canopy over doorway to Banner Street elevation.	Approved with conditions	23/05/1994
921517	Construction of enclosed circulation corridor within ground floor external area on Bunhill Row side	Approve with conditions	11/01/1993
901312	Installation of bronze anodised aluminium cladding over existing tiled areas on piers on each elevation	Approved with conditions	07/11/1990
900371	New vehicular access onto Bunhill Row for disabled access and one disabled persons vehicle parking bay on raised walkway	Approved with conditions	06/04/1990
891250	New canopy and disabled ramp and alterations to entrance	Approve with conditions	11/12/1989
8511221	Continued use as offices by persons or organisations other than the Post Office. The LPA is advised by Counsel for the Crown that the development was Crown Development and thus that planning consent was not necessary and the conditions applied thereto are irrelevant. In these circumstances consent is not required for the property to be used as offices by persons other than the Post Office.	See note – consent not required	04/02/1986

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Relevant History at surrounding sites

5.2 The following applications are considered relevant in the assessment of this application.

5.3 Bentima House, 168-172 Old Street, London EC1V 9BP

Application Ref	Proposal	Decision	Date
P2014/1304/FUL	Two storey roof level extension to existing building to create additional 900m2 of office (B1) floor space.	Approved with conditions	26/01/2015
P2012/0168/COL	Certificate of Lawfulness to confirm that works relating to the development, approved under planning permission P090564 comprising: 'Construction of a two-storey extension on the roof of the existing building to provide 8 residential flats with landscaped terraces above; installation of new lift shaft and rubbish chute; re-arrangement of existing parking and delivery area to accommodate additional refuse storage and cycle parking. The residential units will consist of 3 x 1 bedroom flats, 4 x 2 bedroom flats, and a 1 x 3 bedroom flat.', were lawfully commenced prior to 12/09/2012 in accordance with condition 1 attached to planning permission P090564, and therefore, that further works to complete the balance of the approved development can be lawfully carried out.	Approve with no conditions	16/01/2013
P090564	Construction of a two-storey extension on the roof of the existing building to provide 8 residential flats with landscaped terraces above; installation of new lift shaft and rubbish chute; re-arrangement of existing parking and delivery area to accommodate additional refuse storage and cycle parking. The residential units will consist of 3 x 1 bedroom flats, 4 x 2 bedroom flats, and a 1 x 3 bedroom flat.	Approve with conditions	12/09/2009

4.4 Redbrick Estate including Vickery Court, Bartholomew Court, EC1V

Application Ref	Proposal	Decision	Date
P2014/1304/FUL	Demolition of Vibast Community Centre, 169-173 Old Street and Health Centre, partial demolition of garages to west of Bath Street, the construction of 55 new homes (comprising 16 x 1 bed units, 25 x 2 bed units and 7 x 3x bed), community centre (D1 use), two flexible A1/A2 use units across three buildings, consisting of the erection of a part single, four and nine storey building at the junction of Old Street and Bath Street to provide a community centre and an A1/A2 unit with residential above, a part two and three storey building at the Junction of Old Street and St Luke's Close to provide an A1/A2 unit and residential units and a part single and four storey residential building fronting Bath Street, alterations to the garages fronting Bath Street, the provision of a new amenity space to the east of Steadman Court and public realm improvement works across the site, inclusive of hard and soft landscaping, cycle parking, alterations to entrances and alterations to boundary treatment.	Under assessment	

Pre-application advice

- 5.4 The proposed development has been subject to on going pre-application discussions since April 2014. A number of amendments have been made to the plans during this process affecting the design of the proposals in response to officer comments. The key design changes made include:
- Revised elevational treatments to reduce horizontality;
 - Redesign of rooftop extensions fronting onto Old Street;
 - Improvements to lobby/entrance off Banner Street including level access;
 - Introduction of entrance to office space off Old Street; and
 - Alterations to ground floor treatment fronting Old Street removing the previously low shopfront and replacing this with a double height, glazed shopfront supported by strong, visual pillars providing an element of verticality at street level and creating an active street frontage.
- 5.5 The applicant was also made aware of the relevant planning policies which would need to be addressed in relation to land use, design, quality of the office floorspace, size of retail units, size and provision of affordable workspace units, provision of affordable housing, transport and highways, energy and sustainability.

6. CONSULTATION

Public Consultation

- 6.1 Letters were sent to the occupants of 551 adjoining and nearby properties at Old Street, Banner Street, Bunhill Row, Featherstone Street and Tilney Court. Site notices and a press advert were displayed on 27/11/2014. The public consultation closed on 18/12/2014.
- 6.2 At the time of the writing of this report a total of one letter of objection had been received. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):

Amenity

- Loss of daylight (*para. 8.28 - 8.43*);
- Overlooking (*para. 8.26 – 8.27*);
- Loss of views (especially of St Pauls Cathedral) (*para. 8.42 – 8.44*).

External Consultees

- 6.4 LAMAS – This improved scheme was to some extent welcomed by the Committee. However, the Committee would have liked a more imaginative design with better articulation of the elevation on Old Street, next to the Locally Listed Building. After further discussion it was maintained that the bulk of the building was too great and there was a need to omit the upper storey extension on the Old Street elevation and to break up the massing by better articulating the façade and reducing the scale.
- 6.5 London Fire and Emergency Planning Authority – The Brigade will be satisfied subject to the application meeting the requirements of Approved Document B5 of the Building Regulations.
- 6.6 UK Power Networks – no comments provided.
- 6.7 Crime Prevention Department British Transport Police – no comments provided.
- 6.8 Transport for London – no comments provided.

Internal Consultees

- 6.9 Conservation and Design Officer - Although not in a conservation area, there is particular sensitivity due to its proximity to Grade I St Luke's/St Luke's Conservation Area. The proposed refurbishment of the building and the regeneration of the site is a welcome aspect and the proposed architectural approach is supported as is the proposal to create a better public realm and interface between the building and the surroundings. At pre-application there were concerns raised in relation to the overly horizontal emphasis, however through detailing and use of a high quality palette of materials this matter can be addressed. As per the Design Review Panel's views, it is agreed that the proposed elevational approach was more successful to Bunhill Row and Banner Street than the Old Street elevation. Concern has been raised about the height on the Old Street frontage, in particular in relation to the view to the east along Old Street where the dominance of the proposed scheme is undoubtedly at its worse and very evident. Concern raised that the proposal has an adverse impact on the setting of the adjacent locally listed building and that the proposed top floor looks overbearing in relation to the proportions of the floor below. The treatment of the corner of Bunhill

Row and Banner Street at ground floor level, comprising a blank flank wall is not particularly inviting and does not offer the best resolution on such a prominent position. If recommended for approval conditions are required to ensure high quality materials, detailing, landscaping is delivered.

- 6.10 Acoustic Officer – No objection, subject to a condition stipulating noise thresholds imposed on the new rooftop plant (**Condition 6**).
- 6.11 Transport / Highways Officer: No objection. The development removes all car parking spaces, which is welcome. In its place, the development complies with Islington's cycle parking requirements. The development re-provides an improved servicing bay with strong management arrangements. While vehicles will have to reverse into this bay, this is preferable to all vehicles parking on-street. The applicant is developing a delivery and servicing management plan to ensure deliveries are effectively managed from this location (e.g. using a central booking system). Furthermore, it should also be considered that vehicles currently have to reverse into the servicing bay. Despite the presence of the servicing bay, a number of vehicles will need to continue to use the existing on-street facilities for delivery and servicing. Overall, there will only be a small increase in the number of delivery and servicing events on-street.
- 6.12 Energy conservation officer – Supports this application, however request that the Energy Strategy is revised to commit to designing for the HWS supply to be facilitated through a District Heating Connection in the short-term. It is advised that although the capital and whole-life costs are higher for connection to the Citigen Heating Network, this should be considered in terms of the viability for the development, and secured through a Section 106 agreement the requirement for future-proofing the development for connection to district heating and cooling, including the requirement for connection viability to be assessed importunity for the site at a reasonable frequency (typically no more than once a year) and for connection if found viable. Connection to a district heating network could be made to serve the hot water heat demand in the short-term, and a later connection upgrade made to also serve the space heating demand.
- 6.13 Sustainability officer – Support has been expressed towards the BREEAM 'Excellent' and provision of green roofs and PV solar panels. The provision of blue roofs intended to store rainwater is also supported.
- 6.14 Planning Policy officer: No comments provided.
- 6.15 Access officer – Cycle parking should include accessible facilities (inclusive design SPD 4.1) which includes spaces for mobility bicycles and tricycles. If the only access to the cycle store is by lift than it should be ensured that the lift is capable of accommodating cycles and cyclists (both disabled and non-disabled). Cycle parking should be step-free and accessible spaces should be served by a route at least 1500mm wide. The removal of the revolving doors and provision of ramp/gently sloping approaches is supported, however there is concern that the approach from Banner Street is steps only. All external steps will require suitable handrails, colour contrast nosings and tactile warnings at the top and bottom. The proposed reception counter should meet the requirements of the Building Regulations ADM with high and low sections (on both staff and visitor sides). Any proposed shared refreshment facilities will also need to be accessible and comply with Approved Document M of the Building Regulations (ADM). Some of the stairs are existing and would not meet current requirements for being suitable for ambulant disabled people and those with sight impairments – I would suggest that where possible all stairs are upgraded to

current standards. Hearing enhancement facilities should be provided at reception and within meeting rooms where required. With regards to emergency egress I would refer the applicant to the Inclusive Design SPD 4.12 as we are unlikely to accept the provision of single space refuges in favour of compartmentalisation and/or the provision of an evacuation lift.

- 6.16 BEST Development Officer – Involved in discussions and supports the location of the affordable workspace unit, and its size, and is happy for this to be relocated once provided that if it is repositioned elsewhere in this scheme it should be delivered to the same specification.
- 6.17 Tree/Landscape officer: No impact on existing trees. One internal courtyard is suspended and one is on the ground floor with possible access to a greater and more natural rooting volume. Both have limited availability to light with no direct sunlight due to the enclosed nature of the courtyard and the scale of the surrounding buildings. This limits the planting potential in these areas, both in the range of plants that may be selected and the scale to which they will grow. Meaningful landscaping in these areas is not impossible but will be difficult. The soil volumes for the suspended courtyard will invariably be limited and they may not be able to achieve the sizes of planting illustrated on plans. In terms of the landscaped terrace on the corner of Bunhill Row and Banner Street, this is a good location for a large tree. The Council would require a minimum of thirty cubic meters of soil so that any tree planted in this location will have adequate rooting volume and the opportunity to achieve a canopy potential that is suited to the scale of the development. This should be considered by condition (*Condition 14*).

Members' Pre-application Forum

- 6.18 The application was presented to the Members' Pre-application Forum on 28/07/2014.

Design Review Panel

- 6.19 Islington's Design Review Panel considered the proposed development at pre-application stage on 05/08/2014. The panel's written comments (issued on 28/08/2014) are attached at Appendix 3:
- 6.20 **Panel comment: Accessibility and entrance:** Panel members queried whether there might be benefit in having an entrance on Old Street, possibly by extending the currently proposed entrance lobby as well since this is the principal road of the three surrounding the building. The Panel also believed that it was important to achieve a genuinely level access on Bunhill Row in order for the building entrance to interact successfully with the street. In general further work was needed to develop the quality of the public realm.
- 6.21 **Officer response:** Following the DRP comments, amended drawings were provided incorporating a new pedestrian entrance with access to the office space (B1 Use Class) at ground and lower ground floors directly off Old Street. This entrance is in addition to the entrances to the three ground floor retail units off Old Street. This arrangement is now considered satisfactory and results in a successful interface between the frontage and Old Street. Amendments were also made to the entrance from Bunhill Row. A new entrance and reception are to be created with access off Bunhill Row, creating a wide, transparent façade which allows views into the building. Access to the building will be significantly improved by the provision of a 1:21 gradient

ramp and shallow steps to provide an accessible entrance for all users into the building and create vastly improved public realm. Public realm improvements along Bunhill Row include the creation of a long, glazed entrance along Bunhill Row and the remodeling of the existing high walls to create a more open façade. In addition, the front face of the entrance lobby now sits closer to Bunhill Row and thereby engages with the street more positively.



Image 9: Public realm improvements and new entrance off Bunhill Row

6.22 **Architectural Expression:** There was some debate surrounding the proposed treatment of the elevations. Some concerns were raised in relation to the excessive horizontality and the Panel felt that details of articulation and enrichment will be important to ensure there is an appropriate balance between horizontal and vertical emphasis. The Panel felt that the change from vertical to horizontal was not necessarily conceptually inappropriate but that a better understanding and explanation of the reasoning and detailing was required. It was felt that the proposed elevational approach was more successful to Bunhill Row and Banner Street than the Old Street elevation.

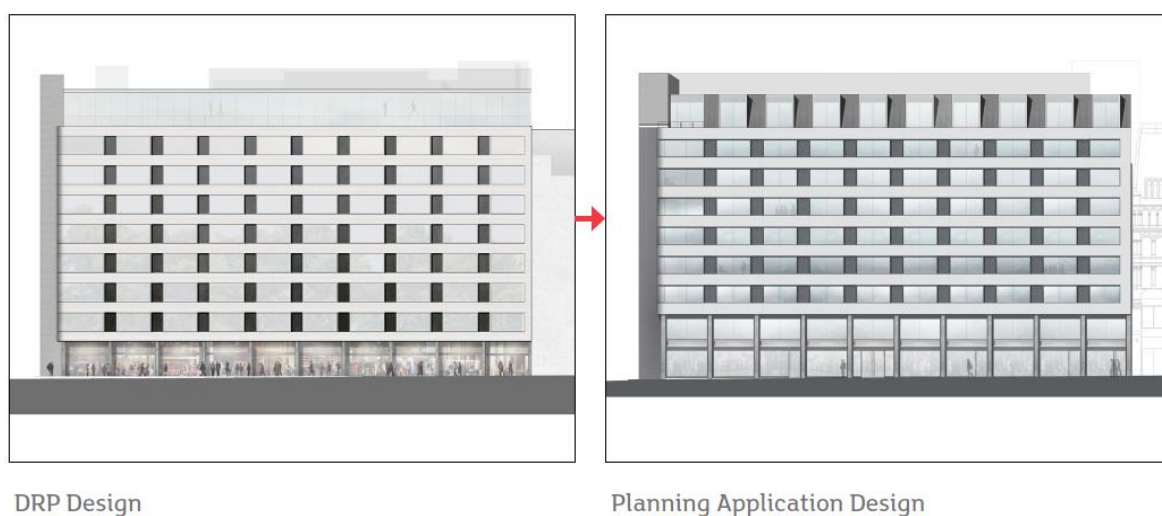


Image 10: Old Street elevation as presented at DRP and planning application design.

6.23 **Officers response:** The horizontality is not necessarily unacceptable in principle. The design has been amended to respond to the DRP comments by introducing stronger

vertical brick or solid panels at each column line. This treatment is considered acceptable and to address previous DRP concerns.

- 6.24 **Old Street elevation:** The common feeling amongst panel members was that the elevation to Old Street was not fully resolved in terms of the resolution to the top and the relationship with the middle and the base of the building. There were concerns in relation to the expression of the base with the building presenting a very low shopfront. Therefore, it was felt that the base was too low with the middle looking very tall and stripy. Panel members were of the opinion that the urban impact should be the overriding criteria to the changing function behind the façade. The Panel suggested that there might be benefit in increasing the perceived height/proportions of the base.
- 6.25 Concerns were also raised in relation to the expression of the top and its relationship with the adjoining building. They felt that further work was required in relation to the composition of this elevation and relationship with surrounding context. The Panel also noted that the signage to the proposed shops would need to be designed into the proposal in order to give a controlled coherent appearance.
- 6.26 **Officer response:** Amendments have been made to the Old Street frontage to adapt the scheme in order to address the DRP panel comments. The proportions of the Old Street elevation have been amended, removing the previously low shopfront and replacing this with a double height, glazed shopfront supported by strong, visual grounded pillars providing an element of verticality at street level and creating an active street frontage.
- 6.27 In terms of the DRP comments insofar as signage, signage for the shop fronts is controlled by a defined zone between the offices above and the retail units below. Protruding signs will be fixed to the columns and have a defined format and size. However actual signage would require advertisement consent.



DRP Design



Planning Application Design

Image 11: Old Street frontage as presented at DRP and planning application design.

- 6.28 In relation to the relationship to the adjoining building (locally listed) the scheme has been amended to address the DRP comments. The proportions of the set back rooftop extension have been amended to create a more successful relationship with the adjoining building. The proposed mid-section (2nd – 7th floors) will be finished with a single storey mansard roof extension. The building's additional height and treatment of

its roof level continues the natural stepping up of buildings towards the corner at Bunhill Row, while respecting the relationship to No. 142 Old Street.



Image 12: Proposed development alongside the locally listed building fronting onto Old Street.

- 6.29 **Landscaping:** The Panel pointed out that further work was required in relation to the proposed landscaping in particular in relation to the internal courtyard and how that environment works. They were not convinced that tree planting as indicate in the presentation would be feasible.
- 6.30 **Officer response:** The Design and Access Statement notes that the landscaping illustrated at DRP was notional and all internal landscaping will be subject to further study. The Council's Tree/Landscape officer has viewed the submitted details and recommends a condition to secure specific detail (Condition 14).
- 6.31 **Environmental Performance:** As this major refurbishment offers a significant opportunity to improve the building's energy efficiency, the Panel thought that further information should be provided on the comparison between the pre-refurbishment and post-refurbishment carbon performance. Clear justification should also be provided on why a BREEAM Excellent rating cannot be achieved. The Panel commented that the provision of bicycle parking and associated facilities may need to be increased.
- 6.32 **Officer response:** It should be noted that the scheme is stated to achieve BREEHAM 'Excellent' and that a 28.1% total CO2 reduction would be secured with further discussion to connect to Citigen/Bunhill Energy Centre, plus off-set all remaining CO2 contributions via a payment of £544,732. Cycle parking accords with Council policies.
- 6.33 **Summary:** The Design Review Panel was generally supportive of the concept of regeneration and refurbishment of the existing building. However, panel members felt that further work was required in relation to the interface with the public realm on Bunhill Row as well as landscaping and the Old Street elevation frontage.

6.34 **Officer response:** Overall the scheme has evolved in general accordance with the comments provided by the DRP. Greater attention has been given to the verticality of the elevations, in particular the appearance of the Old Street frontage which now demonstrates a stronger vertical brick or solid panels at each column line. This treatment is considered acceptable. The new pedestrian entrance with access to the office space (B1 Use Class) at ground and lower ground floors directly off Old Street corresponds with the DRP comments. Amendments have also been made to the entrance from Bunhill Row. A new entrance and reception are to be created with access off Bunhill Row, creating a wide, transparent façade which allows views into the building. The Old Street frontage has been adapted in accordance with DRP comments, removing the previously low shopfront and replacing this with a double height, glazed shopfront supported by strong, visual grounded pillars providing an element of verticality at street level and creating an active street frontage. The scheme has also been designed to overcome DRP comments relating to environmental performance and landscaping.

7. RELEVANT POLICIES

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

National Policy and Guidance

7.2 The National Planning Policy Framework 2012 seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of these proposals.

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

7.4 On the 28th November 2014, a Ministerial Statement and revision to the Planning Practice Guidance (PPG) were published, these have been considered in the writing of this report.

Development Plan

7.5 The Development Plan is comprised of the London Plan 2015 (revised with alterations since 2011) Islington Core Strategy 2011 (ICS), Development Management Policies 2013 (IDMP), Site Allocations Development Plan Document 2013 and the Finsbury Local Plan 2013 (FLP). The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report. Islington's Site Allocations DPD does not include site allocations for Bunhill and Clerkenwell (these are provided in the FLP instead), therefore this document is not considered further in this report.

Designations

7.7 The site has the following designations under the London Plan 2015, Islington Core Strategy 2011, Development Management Policies 2013 and Finsbury Local Plan 2013:

- Central Activities Zone (CAZ)
- Archaeological Priority Area
- Finsbury Local Plan Area (BC3 Old Street) & Site BC19 '148 Old Street (Royal Mail building)
- Employment Priority Area (General)
- Bunhill & Clerkenwell Core Strategy Key Area (CS9)

Supplementary Planning Guidance (SPG) / Document (SPD)

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

8.0 ASSESSMENT

8.1 The main planning issues arising from this proposal relate to:

- Land use;
- Design and visual appearance;
- Provision of residential units;
- Neighbour amenity;
- Highways, transportation and pedestrian access;
- Sustainability and energy;
- Other planning considerations (landscaping, archaeology, etc);
- Planning obligations.

Land use

8.2 The site falls within an Employment Priority Area (General) and the existing building provides 15,230sqm of existing office floorspace. Core Strategy CS13 seeks to improve the quality and quantity of existing employment space. Policy BC8, part A of the Finsbury Local Plan (FLP) requires that in addition to protecting existing business floorspace, proposals should incorporate the maximum amount of business floorspace reasonably possible. The policy goes on to note that proposals should incorporate the maximum amount of business floorspace reasonably possible on the site.

8.3 The site is subject to Site Allocation BC19 '148 Old Street (Royal Mail building). This allocates the site for:

'Demolition and replacement, or refurbishment of the existing building, to provide active uses fronting Old street and commercial offices above alongside an element of housing... Refurbishment or redevelopment presents an opportunity to substantially improve the quality of the local environment and extend office provision... A substantially improved streetscape should be created by providing active uses at ground level. The building should be designed to provide commercial floorspace for a range of business sizes.'

8.4 The proposed development generally accords with the above site allocation, the proposal comprises the re-cladding of elevations to Old Street, Bunhill Row and Banner Street, 6th floor extension to Old Street and Bunhill Row, 7th and 8th floor extensions to Old Street to provide additional office floorspace (Use Class B1), creation of new building entrance via Bunhill Row, change of use of the ground floor fronting Old Street to provide flexible retail/restaurant (Use Class A1/A3) units.

8.5 The principle of the increase in office floorspace is therefore supported, as illustrated in the table below:

	Existing GIA	Proposed GIA	Uplift
Retail (A1-A3)	0sqm	468sqm	468sqm
Office (B1)	15,230sqm	18,911sqm	3,681sqm
A1/A3/B1	0sqm	205sqm	205sqm
Total	15,230sqm	19,584sqm	4,354sqm

8.6 Policy BC8, part B states that within Employment Priority Areas (General), the employment floorspace component of a development or change of use proposal should not be unfettered commercial office uses, but, where appropriate, must also include retail or leisure uses at ground floor, alongside:

- i. A proportion of non-B1(a) business or business-related floorspace (e.g. light industrial workshops, galleries and exhibition space), and / or*
- ii. Office (B1(a)) or retail (A1) floorspace that may be suitable for accommodation by micro and small enterprises by virtue of its design, size or management, and / or*
- iii. Affordable workspace, to be managed for the benefit of occupants whose needs are not met by the market.*

8.7 Policy BC8 notes that for proposals in excess of 10,000sqm gross employment floorspace a proportion of micro and/or affordable workspace or retail space should be equivalent to at least 5% of the total amount proposed employment floorspace. Where on-site provision falls short of the council's expectation, then financial contributions will be sought to secure the equivalent off-site provisions. The development provides a total uplift of 4,354sqm (GIA) gross employment floorspace.

8.8 A total of 253sqm of affordable workspace has been offered by the applicant, located at the lower ground floor. This has been secured at peppercorn rent level for a period of 10 years via s106 legal agreement. These measures have been discussed with the Council's Business Team and is supported. Additionally, the applicant has requested that they be given the ability to relocate this unit elsewhere within the building with the agreement of the Council should for example another occupier want this particular bit of floorspace. This is agreed provided that the specification for the new location of the 253sqm unit is the same (and not divided into sections totalling this) and only a single move to be agreed. The s106 head of term secures this (in Recommendation A).

8.9 Core Strategy Policy CS14 encourages a healthy retail and service economy providing a good range of goods and services which will support the Borough's economic development and enable people to shop locally. Furthermore, policy DM4.1 of the IDMP 2013 seeks to maintain and promote small and independent shops. Policy BC3 of the Finsbury Local Plan states that improvements to Old Street should include a range of retail units at ground floor frontages to create vibrancy and activity, this is reinforced by the site allocation (BC19).

- 8.10 The proposed change of use of 468sqm of floorspace at ground floor level from office (B1) to three retail units (A1/A3) and uplift in office floorspace is supported and complies with policies BC3 (Old Street) BC8B (Achieving a balanced mix of uses) and site BC19 of the Finsbury Local Plan which seeks ground floor retail units where appropriate to contribute to generating employment for small and micro enterprises (SME's). The latter is defined in the glossary of the FLP as businesses with no more than 10 employees, with small enterprises employing up to 50 people. The delivery of the three retail units is welcome and would be secured through a planning condition (Condition 26). In addition, the proposal would provide an active ground floor use in accordance with site allocation BC19 which seeks '*active uses fronting Old Street*'. Policy BC8G states that entertainment uses will only be allowed in Employment Priority Areas, which the site is located within.
- 8.11 *Policy DM4.3* (Location and concentration of uses) notes that due to the borough's densely developed, mixed-use nature, a range of main Town Centre uses occur in close proximity to places where people live. It is important to ensure a mix and balance of complementary day and night-time uses that creates an attractive and vibrant area that co-exists successfully with neighbouring residential areas. The proposed use is deemed acceptable in this location which is in keeping with the vibrant Old Street area.
- 8.12 In accordance with Core Strategy CS13 which seeks to improve the quality and quantity of existing employment space the following will be secured by S106 agreement: Compliance with the code for employment and training, and facilitation, during the construction phase of the development, of the following number of work placements:
- Each placement must last a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer / contractor to pay wages (must meet London Living Wage).
 - If these placements are not provided, LBI will request a fee of £5,000 per placement up to a total of: £20,000.
- 8.13 **Housing:** Turning to housing, the policy requirement is to include an element of housing at the site, Policy BC8 states that major development proposals that would result in a net increase in office floorspace should also incorporate housing, consistent with London Plan policy 4.3. Where housing comprises less than 20% of the total net increase in office floorspace, an equivalent contribution will be sought for provision of off-site housing. The site allocation BC19 also sought for housing to be achieved on-site.
- 8.14 In this instance the provision of housing on-site has been extensively explored during the pre-application process and it is considered to be problematic to deliver residential units which would be of an acceptable layout, orientation and would provide a suitable level of amenity. This is due to complexities and difficulties of refurbishing the existing building and the ability to create adequate access arrangements to any residential units. The most appropriate location for housing was deemed to be along Banner Street which already has an element of residential accommodation. However due to site constraints the proposed units would be single aspect and in close proximity to servicing locations at the site. Further to this it would be necessary to create a

separate (additional) core for the residential units which would jeopardise the delivery of the commercial floorspace provision. Given that the proposal is for extensive refurbishment rather than new-build, the opportunities to incorporate residential floorspace is restricted. The applicant has however agreed to make a financial contribution of £310,880 towards off-site affordable housing provision, calculated in accordance with the Planning Obligations SPD (2014). This is secured via Section 106 and is listed as ahead of terms at Appendix 1. This contribution secures policy compliance in this instance.

- 8.15 In summary, the land-use element of these proposals is considered to be acceptable through delivering a mixed-use development that would increase and improve the existing office (B1a) floorspace on the site, introduce an appropriate amount of retail floorspace to enliven street frontages and deliver affordable workspace secured at peppercorn rent levels for 10 years. Whilst the non-provision of housing on-site is a shortcoming, on-site provision would deliver units of compromised quality. Therefore its lack is mitigated through a s106 contribution towards off-site delivery of housing. In this regard the scheme is considered acceptable in land use terms and to accord with Core Strategy policies CS7, CS9, CS13, CS14, Development Management Policies DM4.1, DM4.2 and DM4.3 and Finsbury Local Plan policies BC3, BC8 and BC19.

Design and Appearance

- 8.15 The application site is located on the southern side of Old Street. The site is not located within a Conservation Area, however the Bunhill Fields/Finsbury Square and St Luke's Conservation Areas are located to the south and west of the site respectively. Central to the St Luke's Conservation Area is St Luke's Church, dating from 1733, which is located approximately 140 metres to the west of the site. This includes the obelisk spire which is a major landmark with important views. Adjacent to the site, No. 142-146 Old Street is a Grade B locally listed building.
- 8.16 The development proposals have been formulated through pre-application discussions dating back to April 2014, during which officers were supportive of the proposal to redesign and reinvigorate the main facades of the existing utilitarian building. Additionally at pre-application stage the scheme was presented to the Design Review Panel, and amendments were secured in order to address those concerns (refer paragraphs 6.19-6.34).
- 8.17 The immediate surrounding area comprises buildings of variable heights and styles. It is acknowledged the planning history at the site on the opposite corner at Bentima House where permission was granted for a two-storey roof extension in 2012, and more recently permission reference: P2014/1304/FUL for a two storey roof level extension to create additional 900m² of office (B1) floorspace, granted 26/01/2015 (resulting in an overall building height of 8 storey (above ground)).
- 8.18 Core Strategy Policy CS9 seeks to protect Islington's historic urban fabric and requires new buildings to be sympathetic in scale and appearance. In addition, heritage assets will be conserved and enhanced whether designated or not. Policy DM2.1 (Design) of the Islington Development Management Policies 2013 notes that all developments are required to be of high quality, incorporate inclusive design principles and make a positive contribution to the local character of an area.
- 8.19 The site allocation BC19 sets out the design considerations and constraints as:

'A new, high quality building is considered appropriate in this location. The scale and massing should respect and enhance the local context. A substantially improved streetscape should be created by providing active uses at ground level. The building should be designed to provide commercial floorspace for a range of business sizes'.

- 8.20 The existing building offers no positive contribution to the streetscene and surrounding area, and subsequently officers are supportive of removal of the existing brown coloured exterior and re-cladding in a more contemporary, lightweight, glazed appearance (supported by the site allocation). The proposed architectural approach is supported as is the proposal to create a better public realm and interface between the building and the surroundings. However, the detailed design and finish has been greatly debated. Officers, as well as the Design Review Panel, noted that the proposed treatment of the elevations should reach an appropriate balance between horizontal and vertical emphasis to ensure a successful relationship with the surrounding context. In addition, the proposed development must consider the potential impacts to the adjoining locally listed building at no. 142-146 Old Street.
- 8.21 The scheme has evolved significantly since its first incarnations. The amendments made since it was presented to the Design Review Panel have been summarized at sections 6.19-6.34. During the consideration of this planning application the proposals have been amended further to address the detailed design elements including horizontality, rooftop design, entrance/lobby appearance, raising the middle section of the building to start at second floor resulting in a two storey plinth which is expressed by the exposure of existing columns. These amendments have been undertaken to generally accord with DRP comments. No further consultation was undertaken given that no additional bulk or scale was added to the proposal.
- 8.22 Whilst the Council's Conservation and Design officer has reservations about the proposed height of the building, in particular in relation to the view to the east along Old Street. This concern was not shared by the DRP panel who raised no issue with the resultant height (subject to its detailed design relationship to the adjoining locally listed building which officers feel have been addressed). Concern was also raised by the Conservation and Design officer insofar as the impact on the setting of the adjacent locally listed building and the top floor appearing overbearing in relation to the proportions of the floor below. Amendments have been made to the rooftop extension element of the proposal, and when viewed in context and taking into consideration the wider public benefits of the scheme, this is considered to be acceptable especially given the varied heights of surrounding buildings along Old Street.
- 8.23 At pre-application stage there were concerns raised in relation to the overly horizontal emphasis, however through detailing and use of a high quality palette of materials this matter can be addressed. As per the Design Review Panel's views, it is agreed that the proposed elevational approach was more successful to Bunhill Row and Banner Street than the Old Street elevation. The Design and Conservation officer notes however that the treatment of the corner of Bunhill Row and Banner Street at ground floor level, comprising a blank flank wall is not particularly inviting and does not offer the best resolution on such a prominent position. A condition is recommended to ensure that this corner treatment is of a high quality (**condition 18**).
- 8.24 In summary, the proposed buildings, although on the limit of what could be considered acceptable on site in terms of building height, have been elegantly designed and articulated and borrowed some of the language and character of local context albeit as contemporary interpretation. The key of the scheme's success would depend quite

strongly on the quality of the materials and detailing and the resolution of some elements such as blank corner where Bunhill Row and Banner Street meet. Consequently conditions and the retention of the architects (to avoid a design and build exercise) are crucial and this is secured via conditions (3 & 22).

Neighbouring amenity

8.25 The Development Plan contains policies which seek to appropriately safeguard the amenities of residential occupiers when considering new development. IDMP policy DM2.1 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. These matters are given careful consideration below.

8.26 Overlooking / Privacy – Policy DM2.1 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’*.

8.27 There has been one objection stating that the proposed development would result in increased overlooking to the habitable rooms at Newland Court, Bath Street which is located to the north east of the application site on the opposite side of Old Street. Policy DM2.1 seeks to protect overlooking to habitable rooms which provide living accommodation within residential units. In this instance however, there is no residential provision and subsequently there would be no minimum distance requirement between windows at the application site and surrounding buildings. Additionally the distance is across Old Street, with policy not protecting these relationships across highways.

8.28 Daylight and Sunlight – The application has been submitted with a daylight/sunlight assessment prepared by Delva Patman Redler, which has been carried out with reference to the 2011 Building Research Establishment (BRE) guidelines. The supporting text to Policy DM2.1 identifies that the BRE ‘provides guidance on sunlight layout planning to achieve good sun lighting and day lighting’.

8.29 Daylight the BRE Guidelines stipulate that there should be no real noticeable loss of daylight provided that either:

The Vertical Sky Component (VSC) as measured at the centre point of a window is greater than 27%; or the VSC is not reduced by greater than 20% of its original value. (Skylight); or

The area of the working plane in a room which can receive direct skylight is not reduced to less than 0.8 times its former value. (No Sky Line / Daylight Distribution).

8.30 Sunlight the BRE Guidelines confirm that windows which do not enjoy an orientation within 90 degrees of due south do not warrant assessment. For those windows that do warrant assessment, it is considered that there would be no real noticeable loss of sunlight where:

In 1 year the centre point of the assessed window receives more than 1 quarter (25%) of annual probable sunlight hours (APSH), including at least 5% of Annual Winter

Probable Sunlight Hours (WSPH) between 21 Sept and 21 March – being winter; and less than 0.8 of its former hours during either period.

- 8.31 The BRE guidelines also advise that the spaces such as gardens, parks and playing fields, children's playgrounds should be tested for the availability of sunlight. For gardens and open spaces at least half of the amenity area should receive at least two hours of sunlight on 21 March (Spring Equinox).
- 8.32 Where these guidelines are exceeded then daylighting and/or sunlighting may be adversely affected. The BRE Guidelines provides numerical guidelines, the document though emphasises that advice given here is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design. In special circumstances the developer or planning authority may wish to use different target values. For example, in a historic city centre, or in an area with modern high rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings.
- 8.33 The application site is located within an extremely accessible central London location, where the potential of sites and density should, according to policy, be maximised where possible. Urban design considerations are also important when applying the guidance quoted above.
- 8.34 It is widely acknowledged that daylight and sunlight are fundamental to the provision of a good quality living environment and for this reason people expect good natural lighting in their homes. Daylight makes an interior look more attractive and interesting as well as to provide light to work or read by. Inappropriate or insensitive development can reduce a neighbour's daylight and sunlight and thereby adversely affect their amenity to an unacceptable level.

Daylight and Sunlight Losses for Affected Properties Analysis

- 8.35 Residential dwellings within the following properties have been considered for the purposes of daylight and sunlight impacts as a result of the proposed development.
- Quaker Court, Banner Street (71 windows);
 - 16-26 Banner Street (15 windows);
 - Steadman Court (57 windows);
 - Newland Court (28 windows);
 - 59 Bunhill Row (20 windows);
 - Bunhill Court (27 windows).
- 8.36 The following paragraphs summarise and comment on the results from the submitted daylight/sunlight report and subsequent addendum.
- 8.37 In terms of VSC, the report concludes that all 218 neighbouring rooms assessed will fully comply with the BRE Guidelines when measured against the BRE guidelines.
- 8.38 Table 4 of the report shows that 212 of the 218 windows assessed (97.2%) will experience no adverse impact as a result of the development proposals in daylight distribution terms. Six rooms therefore fail the test. Of the 6 rooms which experience adverse impacts, the 5 affected rooms in Steadman Court are at first floor level where its own building design projects outwards. The impact is therefore as a result of the

design of Steadman Court. The report states that an external inspection of the site suggests these windows serve bedrooms where there is a lower requirement for light as they are mainly occupied at night time. The one (1) room at first floor in 16-26 Banner Street that fails the test is an isolated breach of the daylight distribution guideline. The report states that the light to this room remains above 50% of the room area which in its urban context is considered acceptable.

- 8.39 Overall, despite losses of the daylight distribution for a total of 6 rooms (out of 218) test beyond the BRE guidelines, these are minimal and considered acceptable in this instance given the urban location.
- 8.40 *Sunlight*: Due to the orientation of the application site, Quaker Court, 16-26 Banner Street and Bunhill Court do not require to be included in the sunlight assessment. The results of the APSH test show that all rooms would meet the BRE Guidelines.
- 8.41 An objection letter was submitted by a resident of Newland Court, Bath Street which is located to the north east of the application site on the opposite side of Old Street, which raises concerns with regard to the loss of daylight to windows serving habitable rooms. The submitted daylight and sunlight assessment concludes that there will be no adverse impacts on the habitable rooms surveyed at Newland Court for daylight or sunlight.
- 8.42 Outlook/Loss of View – Concern has been raised by a resident at Newland Court regarding the potential loss of existing views (especially of St Paul’s Cathedral). The enjoyment of a view (unless that view is protected or a local landmark and nearly always from public as opposed to private locations) is not a ground on which planning permission can be refused.
- 8.43 There are a number of views both within and across Islington, which are protected from development obscuring them. However, there is no protected view from Old Street to St Paul’s Cathedral, and this site does not sit within a protected viewing corridor. The application site is not located within a protected view location and therefore does not require testing in policy terms to protect views to St Paul’s Cathedral.
- 8.44 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. Key factors in this assessment are the local context and arrangement of buildings. In this instance, and having undertaken a site visit, when considering the sites urban setting, the proposed development is not considered to harm the outlook of neighbouring properties. Additional height to this building has been carefully located so as to minimise impacts to adjoining properties. No increase in height is proposed to Banner Street.
- 8.45 Noise / disturbance – The application proposes an area of new plant on the roof of the buildings. It is considered appropriate that the plant shall be a rating level of at least 5dB(A) below the background noise level (LAF90 Tbg) measured or predicted at 1m from the facade of the nearest noise sensitive premises. This requirement would be secured through an appropriately worded condition (**condition 6**).

- 8.46 Construction Impacts – 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 has agreed to comply with the Council’s Code of Construction Practice. Compliance has been secured as part of a S106 agreement together with a payment towards the monitoring of the site to ensure compliance. 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. A construction logistics plan is also to be secured via condition to address highways matters (**condition 25**).
- 8.47 To further address any concerns over noise and disturbance resulting from the construction of the development, a planning condition (**condition 12**) is recommended which requires that the applicant submit a Construction Environmental Management Plan (CEMP). The CEMP is required to assess the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception).

Highways, transport and pedestrian access

- 8.48 The site has an ‘excellent’ Public Transport Accessibility Level (PTAL = 6b), and is located within a Controlled Parking Zone (CPZ) which operates Monday to Friday between 08:30am-6:30pm and between 08:30-1:30pm on Saturdays.
- 8.49 Public Transport Implications – The site currently provides commercial uses appropriate for its central London location. The infrastructure provision in the area encourages the use of public transport. The development, through the creation of an additional 4354sqm of office (B1) and retail (A1/A3) floorspace will intensify the use of the site resulting in approximately 100 additional trips to and from the site during peak periods. As the car parking spaces will be removed, there will be a reduction in vehicle trips to/from the building and an increase in the number of trips mainly by public transport. The applicant does not propose any changes to traffic management along Old Street or Bunhill Row.
- 8.50 The crossover on Banner Street, which currently provides access into the existing car park, will be removed. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. This should be secured via S278 Agreement, funded by the applicant and carried out by LBI Highways.
- 8.51 Vehicle Parking – The site is within a Controlled Parking Zone (CPZ) which suffers from significant parking pressures. Core Strategy Policy CS10 (Sustainable development), Part H, requires car free development. For non-residential developments: Development Management Policy DM8.5 (Vehicle parking), Part B (Non-residential parking) states that parking will only be permitted where this is essential for operational requirements and integral to the nature of the business/service (such as a car hire or storage/distribution use). The applicant proposes, in line with policy, to remove all 60 existing car parking spaces which accords with policy.
- 8.52 Cycle Parking – Secure, sheltered and appropriately located cycle parking facilities (for staff and visitors) (Policy DM8.4 (Walking and cycling)) is proposed at a rate of one cycle parking space per 60sqm for A1 retail and one space per 80sqm for offices. A total of 258 cycle parking spaces would be provided in connection with the office floorspace and these are accessed off Banner Street (southern part of the site). This

level of provision is considered to meet the council's policy requirements and therefore should be secured through a condition (**condition 7**).

- 8.53 Servicing – The site has an existing large underground car park and on-site servicing yard with access off Banner Street to the south of the site. Due to the building's structure, vehicles must either reverse in or out of the bay, as there is no space for a turning circle within the yard. The largest vehicle that can be accommodated is a 7.2m rigid vehicle. The applicant has found that an 8m vehicle cannot be accommodated. As a result the yard is mainly used by light goods vehicles, such as transit vans and Luton vans. It is also worth bearing in mind that, as there is no banksman/concierge manning this service bay, many delivery vehicles choose to use the on-street facilities instead. This is because of the constrained nature of the bay; many drivers may be concerned that it is too difficult to reverse into the bay without a banksman to supervise reversing.
- 8.54 Policy DM8.6 requires that delivery and servicing for new developments of over 200sqm needs to be carried out off-street unless this is not practical. In line with DM8.6 (Delivery and servicing for new developments), Part A, delivery/servicing vehicles should be accommodated on-site, with adequate space to enable vehicles to enter and exit the site in forward gear. For on-street servicing: Where servicing/delivery vehicles are proposed on street, Development Management Policy DM8.6 (Delivery and servicing for new developments), Part B, details need to be submitted to demonstrate that on-site provision is not practical, and show that the on-street arrangements will be safe and will not cause a traffic obstruction/nuisance.
- 8.55 The applicant estimates that the proposed development will generate 68 delivery and servicing events per day. The new office space will generate 59 events, of which 6 are expected to be larger delivery vehicles and the remainder light goods vehicles or smaller vehicles/motorcycles. The A1/A3 will collectively generate up to 9 events, which are all expected to be light goods vehicles. If we assume the existing building is fully occupied then the proposed development of the building will generate more servicing and delivery events on Bunhill Row (+8) and Old Street (+4), but there would be one less vehicle on Banner Street and 7 less within the service yard (on site).
- 8.56 The development re-provides an improved servicing bay with strong management arrangements including the requirement to pre-book deliveries via a central booking system. While vehicles will have to reverse into this bay, this is preferable to all vehicles servicing on-street. A delivery and servicing plan (DSP) detailing servicing arrangements including the location, times and frequency to ensure deliveries are effectively managed from this location (e.g. using a central booking system) is secured (**Condition 5**). The on-site loading bay will only be operational from 7am – 7pm. Where deliveries are for the A1/A3 units on Old Street, commercial tenants will be made aware of the peak loading restrictions on Old Street and directed to use facilities on Bunhill Row instead, where loading is permitted for an unlimited amount of time before 11am and for 40 minutes thereafter.

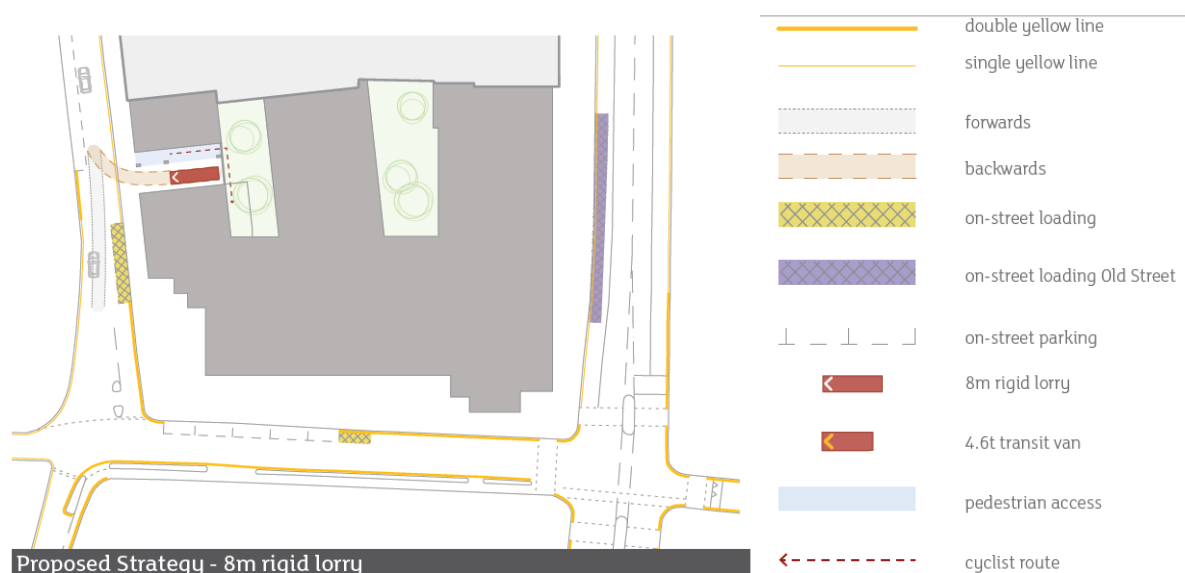


Image 13: Illustrating internal loading bay accessed off Banner Street and on-street loading bays on Old Street, Banner Street and Bunhill Row.

- 8.57 Furthermore, it should also be considered that vehicles currently have to reverse into the servicing bay. Despite the presence of the servicing bay, a number of vehicles will need to continue to use the existing on-street facilities for delivery and servicing. Officers are of the view that whilst servicing on-street is contrary to policy, overall there will only be a small increase in the number of delivery and servicing events on Bunhill Row and Old Street, but a reduction on Banner Street. The building is existing and to be refurbished and there are limits as to how many vehicles could be accommodated on-site. In this regard, the proposed is on-balance considered acceptable.
- 8.58 The applicant has shown in their transport statement that these events will be spread throughout the day. However, it will be important to use the delivery and servicing management plan and the central booking system to help ensure there is an even spread of deliveries throughout the day, rather than concentrating them at the peak times.
- 8.60 Refuse facilities: Refuse storage for the office (B1 Use Class) will be provided in a bin store on-site. The refuse storage capacity will be for 7 eurobins to be collected daily. The on-site bin store is located at ground floor with access from Banner Street adjacent to the service yard, compliance with the approved details is secured by condition (**Condition 8**).
- 8.61 Pedestrian access – The applicant proposes the office’s main entrance would be moved from Old Street to Bunhill Row, however an additional centrally located entrance from Old Street to the office accommodation is also proposed. A further secondary pedestrian entrance (to the office floorspace) is proposed from Banner Street. Pedestrian access to the A1/A3 units would be provided from Old Street and there would be a central access off Old Street to the office space. These arrangements are welcome and will help to create a more pedestrian friendly building with better engagement with the wider public realm.

Construction matters: The construction process would be managed through the approval of a Construction Logistics Plan and impacts on nearby residents would be mitigated through a Construction Environmental Management Plan, both of which are secured by way of **condition 12**. Additionally the applicant has agreed to pay a

construction monitoring fee to enable the Council to oversee this phase with the aim of minimising disruption to nearby residents. During the construction phase work placements would also be secured or in the event they are not, a financial contribution would be paid in order to support local young people into construction apprenticeships (s106 agreement).

Sustainability and Energy Efficiency and Renewable Energy

- 8.62 Sustainability – Core Strategy policy CS10B requires all development to achieve the highest feasible level of a nationally recognised sustainable building standard. The scheme would reach BREEAM ‘Excellent’.
- 8.63 Development proposals should protect existing ecology and make the fullest contribution to enhancing biodiversity (CS10, DM6.5) e.g. by maximising the inclusion of green roofs, ecological landscaping, greening of facades and artificial nesting sites. Green roofs to maximise benefits for biodiversity, sustainable drainage and cooling (DM6.5). The scheme includes the provision of green roofs, blue roofs (to capture rainwater) and PV panels on various levels throughout. IDMP policy DM6.5 requires the maximisation of provision of green roofs and requires major developments to use all available roof space for green roofs (subject to other planning considerations). The provision as shown on drawn no: 1999_X_GA(RF)02_PL Rev P01. All roofs should be biodiversity based extensive substrate roofs with a minimum substrate depth of 80-150mm. **Condition 9** is recommended to secure these features.
- 8.64 The ecologist report recommends inclusion of 2 x sparrow nesting boxes, 4 x starling nest boxes, 2 x swift nest boxes, 1 x Vivara Oval open nest box, 2 x 2HW nest boxes, 4 x Vivara oval nest boxes, 4 x insect hibernation boxes and several piles of rocks and untreated timber on the green roof. These details would be secured via condition (**Condition 10**).
- 8.65 In accordance with policy DM7.4 all credits for water efficiency in the relevant BREEAM scheme should be achieved. The commitment to reduce the notional baseline water efficiency performance level by 40% is supported. The use of low flow fixtures and fittings proposed are also supported. A feasibility assessment of the possibility to include rainwater harvesting (CS10, DM6.6) is secured by **condition 24**.
- 8.66 All developments to minimise the environmental impact of materials e.g. through use of sustainably-sourced, low impact and recycled materials (CS10). A minimum of 10% total value of the materials used should be derived from recycled and reused content (DM7.4). The commitment to target approximately 42% of materials credits under BREEAM is on the lower side, but considering the scheme is a refurbishment, this is not unexpected. Information regarding how the scheme's procurement will meet the minimum 10% total value of materials requirement to be derived from recycled and reused content is to be secured by **condition 3**.
- 8.67 Developments to minimise the impacts of construction on the environment, including by minimising construction waste (CS10). This scheme should (BREEAM) achieve 50% credits on Wst 1. The commitment to divert a minimum of 70% of construction waste to be diverted from landfill is supported.
- 8.68 The S106 agreement secures the submission of a Green Performance Plan and review which intends to monitor performance of the building against these assumed performance levels. A condition is recommended (**Condition 23**) to ensure details of a

drainage strategy for a sustainable urban drainage system are secured and implemented. The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems and be designed to maximise water quality, amenity and biodiversity benefits. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a greenfield run off rate (8L/sec/ha) and at minimum achieve a post development run off rate of 50L/ha/sec.

In light of the above, conditions are recommended to ensure:

- Commercial floorspace are constructed to achieve BREEAM 'Excellent' (**condition 4**).
- provision of green/blue roofs and PV panels (**condition 9**)
- provision of drainage strategy (**condition 23**)
- materials and construction – 10% from recycled and reuse content (**condition 3**)

- 8.69 Energy – Islington's Core Strategy policy CS10 (part A) states that all major development should achieve an on-site reduction in total (regulated and unregulated) carbon dioxide emissions of at least 40% in comparison with total emissions from a building which complies with the Building Regulations 2006, unless it can be demonstrated that such provision is not feasible. This 40% saving is equivalent to a 30% saving compared with the 2010 Building Regulations, and 27% compared with the 2013 Building Regulations. A higher saving (50% in comparison with total emissions from a building which complies with the Building Regulations 2006, which translates into a 39% saving compared with the 2013 Building Regulations) is required of major development in areas where connection to a decentralised energy network (DEN) is possible. Development Management Policy DM7.3 requires all major developments to be designed to be able to connect to a DEN, and connection is required if a major development site is within 500 metres of an existing or a planned future DEN. Part J of Core Strategy policy CS7 and part F of Finsbury Local Plan policy BC2 set out aims and requirements relating to expansion of existing DENs.
- 8.70 In response to concerns which were raised by the council and to reflect the changes to the scheme an amended Energy Strategy was provided by Hilson Moran dated 17th February 2015 (Revisions 05). This report has been reviewed by the council's Energy officer and is discussed below.
- 8.71 The GLA's guidance on preparing energy assessments (April 2014) states, that the Mayor will apply a 35% carbon reduction target beyond Part L 2013 of the Building Regulations - this is deemed to be broadly equivalent to the 40% target beyond Part L 2010 of the Building Regulations, as specified in Policy 5.2 of the London Plan for 2013-2016.
- 8.72 The Energy Strategy (dated 17th February 2015) presents the carbon emissions in section 7.1 and states a 28.1% reduction in total CO₂ emissions and a 25.1% reduction in regulated emissions (based on 2010 Building Regulations baseline). Whilst this is short of the 35% reduction policy target, it is recommended that the applicant considers further measures to meet the target. This can be secured by the imposition of a condition, to secure a revised / updated Energy Strategy (**Condition 11**).
- 8.73 ISC policy CS10 states that "*all major development should achieve an on-site reduction in total (regulated and unregulated) CO₂ emissions*" and "*requiring*

development to offset all remaining CO2 emissions associated with the building". The financial contribution required to off-set the carbon emissions is £544,732 which would be secured through a section 106 agreement. This is agreed by the applicant and secures policy compliance. Should a revised Energy strategy be agreed that increases the CO2 reduction performance then a revised off-set amount would be agreed with the applicant.

- 8.77 Policy DM 7.3 states, '*Major developments located within 500 metres of an existing DEN, and minor new-build developments located within 100 metres, will be required to connect to that network, including provision of the means to connect to that network and a reasonable financial contribution to the connection charge, unless a feasibility assessment demonstrates that connection is not reasonably possible*'. The Energy Strategy states the development is within 250m of two district heating networks: Bunhill and Citigen. It is estimated that the proposed energy centre is within 200m of the existing Bunhill heating network. The Energy Strategy Report has been amended on officer request to address the feasibility to connect to a District Energy Network (DEN).
- 8.78 Although the capital and whole-life costs are higher for connection to the Citigen Heating Network, this should be considered in terms of the viability of the development. Planning **condition 19** would include the requirement for future-proofing the development for connection to district heating and cooling. The requirement for connection viability to be assessed at a reasonable frequency (typically no more than once a year) and for connection to be made if found viable is secured via Section 106 agreement. Connection to a district heating network could be made to serve the hot water heat demand in the short-term, and a later connection upgrade made to also serve the space heating demand.
- 8.79 Islington DM Policy 7.5 'Heating and Cooling' requires developments to demonstrate how the proposed design has maximised incorporation of passive design measures to control heat gain and deliver passive cooling. Thermal modelling has been provided to demonstrate compliance with Policy DM7.5 as well as London Plan Policy 5.9.
- 8.80 In summary, the application delivers the re-use (but substantial re-cladding) of the existing building, secures CO2 reductions (total) of a CO2 off-set financial contribution of £544,732. The applicant has agreed to further explore connection to a DEN. The scheme would deliver a BREAM Excellent scheme, green and blue roofs, biodiversity enhancements and has been designed to avoid overheating in increased temperatures. The scheme is supported in energy and sustainability terms subject to planning conditions and s106 heads of terms.

Other planning considerations

- 8.81 Landscaping – The proposal includes limited landscaping treatment as the majority of the site will be built form. However, there is one suspended internal courtyard and one on the ground floor with possible access to a greater and more natural rooting volume. Both have limited availability to light with no direct sunlight due to the enclosed nature of the courtyard and the scale of the surrounding buildings. This limits the planting potential in these areas, both in the range of plants that may be selected and the scale to which they will grow. There is also a landscaped terrace on the corner of Bunhill Row and Banner Street which is a good location for a tree. The Tree/Landscaping officer has recommended a condition (**condition 14**) to secure a minimum of thirty cubic meters of soil so that any tree planted in this location will have adequate rooting

volume and the opportunity to achieve a canopy potential that is suited to the scale of the development.

- 8.82 Air quality – An Air Quality Management Plan prepared by Hilson Moran has been provided. As noted earlier in this report, for the development's demolition and construction phases, a Construction Environmental Management Plan (CEMP) assessing the environmental impacts (including air quality, dust, smoke and odour) would need to be secured by condition (**condition 12**).
- 8.83 Archaeology – The site is situated within the Moorfields Archaeological Priority Area and has the potential for remains of the medieval and post-medieval periods. The application is accompanied by a Historic environment assessment dated July 2014 which reviews the archaeological and historical background. This study concludes that the archaeological impacts are expected to be minimal. It is also recognised that the area of proposed impact is small and localised and located in an area of generally low potential to contain significant archaeological assets **condition 13** secures this.

Planning Obligations

- 8.84 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.
- 8.85 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.
- 8.86 The s106 agreement will include the agreed heads of terms as set out in Appendix 1. Those heads of terms are considered to accord with the CIL Regulations 2010 and regard has been given to the NPPG and Ministerial Statements in reaching this view.

National Planning Policy Framework

- 8.87 Paragraph 17 of the NPPF sets out 12 core planning principles that should underpin decision-taking. The current proposal is strong in relation to the principles relating to the reuse of land, economic growth and the principles relating to climate change, and the conservation and enhancement of the natural environment.
- 8.88 The scheme has been considered in the context of the presumption in favour of sustainable development set out in the NPPF. Subject to conditions the necessary S106 agreement and the payment of CIL, the proposals are considered to be acceptable and are recommended for approval.

9. SUMMARY AND CONCLUSION

Summary

- 9.1 The planning application proposes the re-cladding of elevations to Old Street, Bunhill Row and Banner Street, 6th floor extension to Old Street and Bunhill Row, 7th and 8th

floor extensions to Old Street to provide additional office floorspace (Use Class B1), creation of new building entrance via Bunhill Row, change of use of the ground floor fronting Old Street to provide flexible retail/restaurant (Use Class A1/A3) units, and associated works. The total floorspace to be created by the proposal is 4271sqm (GEA).

- 9.2 During the determination of this application the scheme has been amended to respond to concerns raised by officers in respect of the design and appearance of the exterior cladding treatment, in particular along the Old Street elevation, amendments to the roof top extensions and improvements to the main pedestrian access via Banner Street and pedestrian access off Old Street.
- 9.3 The application has been considered with regard to the Development Plan and National Planning Policy Framework (NPPF) and the NPPG and Ministerial Statement dated 28th November 2014, including the presumption in favour of sustainable development.
- 9.4 The main shortcoming of the development is the lack of provision of housing at the site, a requirement of the London Plan and Finsbury Local Plan policies to secured mixed use developments within the Central Activities Zone / south of the borough. Provision on site is not secured due to the constraints of achieving this within a retained building and due to the poor quality amenity those units would secure as a result. Having regard to these constraints and shortcomings, an in-lieu payment would be secured within a 106 legal agreement to mitigate this (£310,880).
- 9.5 The proposal delivers a high quality commercial building which by reason of its height, scale and design responds well to the character and appearance of the surrounding area, an uplift in office floorspace including the provision of 253sqm of affordable workspace at lower ground floor (to be secured at peppercorn rent level for a period of 10 years) provision of retail floorspace at ground floor fronting Old Street, enhanced public realm treatments along Banner Street and Bunhill Row and the introduction of active frontages along Old Street, Banner Street and Bunhill Row. The proposal also provides improved pedestrian access to the site, the removal of all car parking from the site and the introduction of 258 cycle parking spaces located on ground and basement floors.
- 9.6 The comments made by residents have been considered, as have responses from consultee bodies.
- 9.7 The proposal is considered by officers to be acceptable in terms of land use, design and appearance, neighbour amenity, the quality of the proposed office space including the provision of affordable workspace, transportation and servicing, landscaping, sustainability and energy, subject to conditions and to an appropriate Section 106 (S106) agreement, the Heads of Terms of which have been agreed with the applicant.
- 9.8 It is recommended that planning permission be granted.

Conclusion

- 9.7 It is recommended that planning permission be granted subject to conditions and s106 agreement securing the heads of terms as set out in Appendix 1 – RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That the Committee resolve to GRANT planning permission.

RECOMMENDATION B

That planning permission be granted subject to an agreement between the Director of Housing and the Service Director, Planning and Development in order to secure the following planning obligations to the satisfaction of the Head of Law and Public Services and the Service Director, Planning and Development / Head of Service – Development Management or, in their absence, the Deputy Head of Service:

1. A contribution towards provision of off-site housing of: £310,880.
2. The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Condition surveys may be required;
3. Requirement to enter into a s278 agreement to secure the removal of the crossover on Banner Street. This to be funded by the applicant and carried out by LBI Highways.
4. Compliance with the Code of Employment and Training.
5. Facilitation, during the construction phase of the development, of the following number of work placements:
 - Each placement must last a minimum of 13 weeks. London Borough of Islington Construction Works Team to recruit for and monitor placements. Developer / contractor to pay wages (must meet London Living Wage).
 - If these placements are not provided, LBI will request a fee of £5,000 per placement up to a total of: £20,000.
6. Compliance with the Code of Local Procurement
7. Compliance with the Code of Construction Practice, including a monitoring fee of: £4,354 and submission of a site-specific response document to the Code of Construction Practice for the approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
8. The provision of an additional 21 of accessible parking bay or a contribution toward bays or other accessible transport initiatives of £42,000.
9. A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920). Total amount: £544,732.
10. Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases

(whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future. The scheme could connect to serve hot water demand (short term) and a later connection upgrade to serve space heating demand.

The Section 106 agreement would include the requirement for future-proofing the development for connection to district heating and cooling, including the requirement for connection viability to be assessed at a reasonable frequency (typically no more than once a year) and for connection to be made if found viable. Connection to a district heating network could be made to serve the hot water heat demand in the short-term, and a later connection upgrade made to also serve the space heating demand.

11. Submission of a Green Performance Plan and review.
12. Submission of a draft framework Travel Plan with the planning application, 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 (provision of travel plan required subject to thresholds shown in Table 7.1 of the Planning Obligations SPD).
13. Council's legal fees in preparing the S106 and officer's fees for the monitoring and implementation of the S106.
14. Payment towards employment and training for local residents of a commuted sum of: £103,500
15. Provision of affordable workspace (253sqm) for at least 10 years at a peppercorn rent and with reduced service charges. Note that in the event that the applicant requests that the location of the affordable workspace be moved, this is acceptable to the Council provided that only one request is made, a single space of equal floor area is provided as a replacement and it is fitted out as per the agreed, specification.
16. A contribution towards Crossrail of: £586,160 (of which any amount paid towards Mayoral CIL is counted as a credit towards this Crossrail contribution).

That, should the **Section 106** Deed of Planning Obligation not be completed within the agreed timeframe set out the Planning Performance Agreement, 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 C

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

List of Conditions:

1	Commencement (Compliance)
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list (Compliance)
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Existing Drawings : Site Plan 1999_X_GA(00)01EX rev P01; 999_X_GA(01)01EX rev P01; 1999_X_GA(02)01EX rev P01; 1999_X_GA(03)01EX rev P01; 1999_X_GA(04)01EX rev P01; 1999_X_GA(05)01EX rev P01; 1999_X_GA(06)01EX rev P01; 1999_X_GA(LG)01EX rev P01; 1999_X_GA(LGM) 01EX rev P01; 1999_X_GA(RF)01EX rev P01; 1999_X_GA(XX)01EX rev P01; 1999_X_GE(EA)01EX rev P02; 1999_X_GE(EA)02EX rev P02; 1999_X_GE(NO)01EX rev P01; 1999_X_GE(NO)02EX rev P01; 1999_X_GE(SO)01EX rev P01; 1999_X_GE(SO)02EX rev P01; 1999_X_GE(XX)01EX rev P01; 1999_X_GS(XX)01EX rev P01;</p> <p>Proposed Drawings: 1999_X_DS(XX)01PL; 1999_X_DS(XX)02PL; 1999_X_GA(00)01PL rev P02; 1999_X_GA(00)02PL; 1999_X_GA(01)01PL rev P02; 1999_X_GA(02)01PL rev P02; 1999_X_GA(03)01PL rev P02; 1999_X_GA(04)01PL rev P02; 1999_X_GA(05)01PL rev P02; 1999_X_GA(06)01PL rev P02; 1999_X_GA(07)01PL rev P02; 1999_X_GA(08)01PL rev P02; 1999_X_GA(LG)01PL rev P02; 1999_X_GA(LG)02PL; 1999_X_GA(LGM)01PL rev P02; 1999_X_GA(LGM)02PL; 1999_X_GA(RF)02PL Rev PO1; 1999_X_GE(EA)01PL rev P02; 1999_X_GE(EA)02PL rev P02; 1999_X_GE(NO)01PL rev P02; 1999_X_GE(NO)02PL rev P01; 1999_X_GE(NO)03PL rev P01; 1999_X_GE(NO)04PL rev P01; 1999_X_GE(SO)01PL rev P02; 1999_X_GE(SO)02PL rev P02; 1999_X_GE(SO)03PL rev P02; 1999_X_GE(SO)04PL rev P01; 1999_X_GE(WE)01PL rev P02; 1999_X_GS(AA)01PL rev P01; 1999_X_GS(AA-BB)01PL rev P01; 1999_X_GS(BB)01PL rev P01; 1999_X_GS(CC)01PL rev P01; 1999_X_GS(CC-DD)01PL rev P01; 1999_X_GS(DD)01PL rev P01; Design & Access Statement prepared by Orms dated October 2014; Planning Statement prepared by DP9 dated October 2014; Construction Management Plan prepared by bam dated October 2014; Historic Environment Assessment prepared by MOLA dated July 2014; Acoustic Report ref: 6108/PSR prepared by RBA Acoustics dated 16 October 2014; Energy Strategy prepared by Hilson Moran dated 17 February</p>

	<p>2015; Air Quality Management Plan (Rev 1.0) prepared by Hilson Moran dated 16 October 2014; BREEAM Ecological Assessment prepared by Hilson Moran dated 16 October 2014; BREEAM Pre-Assessment Report prepared by Hilson Moran dated 19 February 2015; Transport Assessment including draft Travel Plan dated October 2014; Health Impact Assessment dated January 2013; Daylight & Sunlight Report ref: SG/sg/13398 dated October 2014; Economic Impact Assessment dated October 2014.</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	Materials and Samples (Details)
	<p>CONDITION: Details of facing materials including samples shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing. The details and samples shall include:</p> <ul style="list-style-type: none"> a) all facing materials (including details of seams, gaps, and any profiling); b) windows and doors; c) entrance gate to the servicing yard off Banner Road; d) roofing materials; e) any other materials to be used on the exterior of the development; and f) a Green Procurement Plan for sourcing the proposed materials. <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 interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard of design.</p>
4	BREEAM (Compliance)
	<p>CONDITION: The development shall achieve a BREEAM New Construction rating (2011) of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
5	Delivery Servicing Plan (Details)
	<p>CONDITION: A delivery and servicing plan (DSP) detailing servicing arrangements including the location, times and frequency, and details of the central loading system, shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development hereby</p>

	<p>approved.</p> <p>The (DSP) should include the following:</p> <ul style="list-style-type: none"> - Regular office deliveries should use the improved service bay/yard. As many other deliveries should use this bay rather than on-street facilities. - Deliveries to the retail facilities should be aware of the peak loading restrictions on Old Street and use Bunhill Row instead. - A qualified banksman should supervise all vehicles entering and exiting the servicing bay. - Deliveries should take place no earlier than 7am and no later than 7pm. - All deliveries should be pre-booked via a booking system. This will ensure multiple vehicles do not arrive at the same time. <p>The development shall be constructed and 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.</p>
6	Noise Levels (Compliance)
	<p>The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 1997.</p> <p>REASON: To ensure that an appropriate standard of residential accommodation is provided.</p>
7	Cycle Parking (Compliance)
	<p>CONDITION: The two bicycle storage areas hereby approved shall be covered, secure and provide for no less than:</p> <ul style="list-style-type: none"> - 258 cycle spaces. <p>These spaces shall be provided prior to the first occupation of the relevant part of the development hereby approved and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.</p>
8	Refuse/Recycling Provided (Compliance)
	<p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plan no: 1999_X_GA(00)01PL Rev 02 shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details of the approved 'servicing and waste</p>

	<p>management plan'.</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>
9	Green Biodiversity Roofs (Compliance/Details)
	<p>CONDITION: The biodiversity green roofs shall be:</p> <p>a) biodiversity based with extensive substrate base (depth 80-150mm);</p> <p>b) laid out in accordance with plan 1999_X_GA(RF)02_PL Rev 01 hereby approved; and</p> <p>c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).</p> <p>The biodiversity green 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>
10	Nesting Boxes (Compliance)
	<p>CONDITION: At least 2 x sparrow nesting boxes, 4 x starling nest boxes, 2 x swift nest boxes, 1 x Vivara Oval open nest box, 2 x 2HW nest boxes, 4 x Vivara oval nest boxes, 4 x insect hibernation boxes and several piles of rocks and untreated timber on the green roof shall be provided within the development, installed prior to the first occupation of the building to which they form part 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>
11	Energy Efficiency – CO2 Reduction (Compliance/Details)
	<p>The energy measures as outlined within the approved Energy Strategy (including but not limited to energy efficient fabric and connection to Citigen District Heat Network) shall together provide for no less than a 28.1% on-site total CO2 emissions reduction in comparison with total emissions from a building which complies with Building Regulations 2010.</p> <p>A revised Energy Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The revised energy strategy shall seek to achieve the policy target of 35% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2010.</p> <p>The final agreed scheme shall be installed and operational 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 sustainable development and to ensure that the Local Planning Authority may be satisfied that the C02 emission reduction targets are met.</p>
12	Construction Management Plan and Construction Logistics Plan
	<p>CONDITION: No development shall take place unless and until a Construction Management Plan (CMP) and Construction Logistics Plan (CLP) has been submitted to and approved in writing by the Local Planning Authority following consultation with Transport for London.</p> <p>The CMP and CLP shall update the Draft Construction Management Plan as submitted as part of the application hereby approved, while also providing the following additional information:</p> <ol style="list-style-type: none"> 1. identification of construction vehicle routes; 2. how construction related traffic would turn into and exit the site 3. details of banksmen to be used during construction works 4. the parking of vehicles of site operatives and visitors; 5. loading and unloading of plant and materials; 6. storage of plant and materials used in constructing the development; 7. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; 8. wheel washing facilities; 9. measures to control the emission of dust and dirt during construction; 10. a scheme for recycling/disposing of waste resulting from demolition and construction works. <p>The development shall be carried out strictly in accordance with the approved CMP and CLP throughout the construction period.</p> <p>REASON: In order to secure highway safety and free flow of traffic, local residential amenity and mitigate the impacts of the development.</p>
13	Archaeological report (Compliance / details)
	<p>*CONDITION: No development shall take place unless and until the applicant, their agent or successors in title has secured the implementation of a programme of archaeological work in accordance with a written scheme for investigation which has been submitted to and approved by the Local Planning Authority (in consultation with English Heritage).</p> <p>REASON: Important archaeological remains may exist on this site. Accordingly the planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development.</p>
14	Landscaping (Compliance / details)
	<p>Details of treatment of all parts on the site not covered by buildings shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant part of the works. The site shall be landscaped strictly in accordance with</p>

	<p>the approved details in the first planting season after completion or first occupation of the development, whichever is the sooner. Details shall include:</p> <ul style="list-style-type: none"> a) a scaled plan showing trees and plants to be planted with a minimum of thirty cubic metres of soil to ensure adequate rooting volume (corner of Bunhill Row and Banner Street); b) proposed hardstanding and boundary treatment: c) a schedule detailing sizes and numbers of all new trees/plants d) sufficient specification to ensure successful establishment and survival of new planting. <p>Any new tree(s) that die(s), are/is removed, become(s) severely damaged or diseased shall be replaced and any new planting (other than trees) which dies, is removed, becomes severely damaged or diseased within five years of planting shall be replaced. Replacement planting shall be in accordance with the approved details (unless the Local Planning Authority gives its written consent to any variation).</p> <p>Reason: To provide a satisfactory appearance to the development so as to safeguard and In the interest of biodiversity, sustainability, and to ensure a satisfactory standard of visual amenity.</p>
15	Roof-level structures (Compliance / details)
	<p>CONDITION: Details of any roof-level structures (including lift over-runs, flues/extracts, plant, photovoltaic panels and window cleaning apparatus) shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing. The details shall include a justification for the height and size of the roof-level structures, their location, height above roof level, specifications and cladding.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority. No roof-level structures shall be installed other than those approved.</p> <p>REASON: In the interests of good design and also to ensure that the Local Planning Authority may be satisfied that any roof-level structures do not have a harmful impact on the surrounding area.</p>
16	Loading / unloading hours (Compliance)
	<p>CONDITION: Deliveries, collections, unloading, loading of the commercial uses at the on-site loading bay shall only be between the following hours: Monday to Saturday - 07:00 - 19:00 Sundays/Bank Holidays - not at all</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations.</p>
17	Plant noise (Compliance)

	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{aeq,T}$ arising from the proposed plant, measured or predicted at 1m from the façade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level $L_{AF90,Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142:1997.</p> <p>The development shall be carried out strictly in accordance with the scheme so approved prior to first occupation, shall be maintained as such thereafter, and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not have an undue adverse impact on nearby residential amenity or business operations</p>
18	Submission of Details – Corner Treatment
	<p>CONDITION: Notwithstanding the plans hereby approved, revised drawings should be submitted to demonstrate an appropriate treatment of the ground floor corner of Bunhill Row and Banner Street which is shown on drawing 1999-X-GE-(SO)01PL Rev P02 as a blank wall.</p> <p>Amended drawings shall be submitted and approved in writing by the Local Planning Authority prior to superstructure works commencing on the site and the development shall be carried out strictly in accordance with the details so approved.</p> <p>REASON: In the interests of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
19	Future Connection to DEN (future proofed)
	<p>CONDITION: The communal boiler shall be installed and operational prior to the first occupation of the development hereby approved.</p> <p>Details of how the communal 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.</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 the communal boiler is provided and so that it is designed in a manner which allows for the future connection to a district system.</p>
20	Shop fronts (Compliance / details)
	<p>CONDITION: Typical elevations of the shopfronts hereby approved at scale 1:50 shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant part of the works commencing.</p> <p>The shopfronts shall be carried out strictly in accordance with the elevations so approved, shall be maintained as such thereafter and no change there from shall</p>

	<p>take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is of a high standard.</p>
21	Small shops (Compliance)
	<p>CONDITION: The development shall be carried out strictly in accordance with the floorplans so approved, and no change therefore shall take place without the prior written consent of the Local Planning Authority.</p> <p>The commercial (retail) units on the ground floor of the building shall not be amalgamated or further subdivided unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: The amalgamation or further subdivision of the commercial units is likely to have operational, transportation, aesthetic and amenity implications which would need to be considered under a separate planning application to ensure the provision of premises suitable for small businesses.</p>
22	Retention of architects (Compliance)
	<p>CONDITION: The current architect shall be retained for the design development phase of the project unless otherwise agreed in writing by the Local Planning Authority.</p> <p>REASON: To ensure continuity in the design approach and the standard of the appearance and construction of the development.</p>
23	Drainage Strategy (Compliance / details)
	<p>Details of a drainage strategy for a sustainable urban drainage system shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems and be designed to maximise water quality, amenity and biodiversity benefits. The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a greenfield run off rate (8L/sec/ha) and at minimum achieve a post development run off rate of 50L/ha/sec.</p> <p>The drainage system shall be installed/ operational 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: To ensure the development achieves appropriate surface water run-off rates and rainwater recycling.</p>
24	Rainwater / Greywater recycling
	<p>CONDITION: Details of the rainwater and/or greywater recycling system shall be submitted to and approved in writing by the Local Planning Authority prior any superstructure works commencing onsite. This may include a feasibility study.</p>

	<p>The details shall also demonstrate the maximum level of recycled water that can feasibly be provided to the development.</p> <p>The rainwater recycling system shall be carried out strictly in accordance with the details so approved, installed and operational 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 sustainable use of water.</p>
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List of Informatives:

1	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	Definition of ‘Superstructure’ and ‘Practical Completion’
	A number of conditions attached to this permission have the time restrictions ‘prior to superstructure works commencing on site’ and/or ‘following practical completion’. The council considers the definition of ‘superstructure’ as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of ‘practical completion’ to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
3	Community Infrastructure Levy (CIL) (Granting Consent)
	<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 Mayor of London’s Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London’s CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p> <p>Pre-Commencement Conditions: These conditions are identified with an ‘asterix’ * in front of the short description. These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of these identified pre-commencement conditions have been discharged/complied with.</p>
4	Car-Free Development
	(Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people

	or other exemption under the Council Parking Policy Statement.
5	Water Infrastructure
	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.
6	Working in a Positive and Proactive Way
	To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website. The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF.
7	Materials
	In addition to compliance with condition 3 materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
8	Groundwater
	Groundwater permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 8507 4890 or by emailing wwriskmanagement@thameswater.co.uk . Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality . Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991
10	Rollershutters
	The scheme hereby approved does not suggest the installation of external rollershutters to any entrances or ground floor glazed shopfronts. The applicant is advised that the council would consider the installation of external rollershutters to be a material alteration to the scheme and therefore constitute development. Should external rollershutters be proposed a new planning application must be submitted for the council's formal consideration.

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 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2011 - 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 2.1 London in its global, European and United Kingdom context

Policy 2.2 London and the wider metropolitan area

Policy 2.3 Growth areas and co-ordination corridors

Policy 2.10 Central Activities Zone – strategic priorities

Policy 2.11 Central Activities Zone – strategic functions

Policy 2.12 Central Activities Zone – predominantly local activities

Policy 2.13 Opportunity areas and intensification areas

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

3 London's people

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.9 Mixed and balanced communities

Policy 3.16 Protection and enhancement of social infrastructure

4 London's economy

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 4.3 Mixed use development and offices

Policy 4.7 Retail and town centre development

Policy 4.8 Supporting a successful and diverse retail sector

Policy 4.9 Small shops

Policy 4.10 New and emerging economic sectors

Policy 4.11 Encouraging a connected economy

Policy 4.12 Improving opportunities for all

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.16 Waste self-sufficiency

Policy 5.17 Waste capacity

Policy 5.18 Construction, excavation and demolition waste

Policy 5.20 Aggregates

Policy 5.21 Contaminated land

Policy 5.22 Hazardous substances and installations

6 London's transport

Policy 6.1 Strategic approach

Policy 6.2 Providing public transport capacity and safeguarding land for transport

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.4 Enhancing London's transport connectivity

Policy 6.5 Funding Crossrail and other strategically important transport infrastructure

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.12 Road network capacity

Policy 6.13 Parking

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.9 Heritage-led regeneration

Policy 7.11 London View Management Framework

Policy 7.12 Implementing the London View Management Framework

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 5.5 Decentralised energy networks
Policy 5.7 Renewable energy
Policy 5.8 Innovative energy technologies
Policy 5.9 Overheating and cooling
Policy 5.10 Urban greening
Policy 5.11 Green roofs and development site environs

Policy 7.13 Safety, security and resilience to emergency
Policy 7.14 Improving air quality
Policy 7.15 Reducing noise and enhancing soundscapes
Policy 7.18 Protecting local open space and addressing local deficiency
Policy 7.19 Biodiversity and access to nature

8 Implementation, monitoring and review

Policy 8.1 Implementation
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy
Policy 8.4 Monitoring and review for London

B) Islington Core Strategy 2011 Spatial Strategy

Policy CS7 (Bunhill and Clerkenwell)
Policy CS8 (Enhancing Islington's Character)

Strategic Policies

Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)
Policy CS10 (Sustainable Design)
Policy CS11 (Waste)

Policy CS13 (Employment Spaces)
Policy CS14 (Retail and Services)
Policy CS15 (Open Space and Green Infrastructure)
Policy CS16 (Play Space)
Policy CS17 (Sports and Recreation Provision)

Infrastructure and Implementation

Policy CS18 (Delivery and Infrastructure)
Policy CS19 (Health Impact Assessments)
Policy CS20 (Partnership Working)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design
DM2.2 Inclusive Design
DM2.3 Heritage
DM2.5 Landmarks
DM2.6 Advertisements

Shops, culture and services

DM4.1 Maintaining and promoting small and independent shops
DM4.2 Entertainment and the night-time economy

Location and concentration of uses

DM4.7 Dispersed shops
DM4.8 Shopfronts

Employment

Health and open space

DM6.1 Healthy development
DM6.3 Protecting open space
DM6.4 Sport and recreation
DM6.5 Landscaping, trees and biodiversity

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

Transport

DM8.1 Movement hierarchy

DM5.1 New business floorspace
DM5.2 Loss of existing business floorspace
DM5.4 Size and affordability of workspace

DM8.2 Managing transport impacts
DM8.3 Public transport
DM8.4 Walking and cycling
DM8.5 Vehicle parking
DM8.6 Delivery and servicing for new developments

Infrastructure

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

D) Finsbury Local Plan June 2013

BC3 Old Street
BC8 Achieving a balanced mix of uses
BC9 Tall buildings and contextual considerations for building heights
BC10 Implementation

5. Designations

The site has the following designations under the London Plan 2011, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013:

- Central London Zone (CAZ)
- Archaeological Priority Area
- Finsbury Local Plan Area
- Employment Priority Area (General)
- Bunhill & Clerkenwell Core Strategy Key Area
- Site Allocations – 148 Old Street

6. Supplementary Planning Guidance (SPG) / Document (SPD)

The following SPGs and/or SPDs are relevant:

- | Islington Local Development Plan | London Plan |
|---|--|
| - Environmental Design | - Accessible London: Achieving and Inclusive Environment |
| - Conservation Area Design Guidelines | - Housing |
| - Inclusive Landscape Design | - Sustainable Design & Construction |
| - Planning Obligations and S106 | - Planning for Equality and Diversity in London |
| - Urban Design Guide | |

APPENDIX 3: Design Review Panel Comments

CONFIDENTIAL



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Our ref: DRP/030

Date: 28 August 2014

Sophie Brown
dp9 Ltd
100 Pall Mall
London
SW1Y 5NQ

Dear Sophie Brown,

ISLINGTON DESIGN REVIEW PANEL

RE: Royal Mail House, 148 Old Street, London, EC1V 9BJ (pre-application ref Q2014/1146/MJR)

Thank you for coming to Islington's Design Review Panel meeting on 5 August 2014 for review of a proposed development scheme at the above address. The proposed scheme under consideration was for reconfiguration of internal layout, roof extensions to floors 6, 7 and 8, the creation of a new main entrance along Bunhill Row, change of use of ground floor from B1 to A1 (retail), erection of cladding to elevations fronting Old Street, Bunhill Row and Banner Street. (officer's description).

Review Process

The Design Review Panel provides expert impartial design advice following the 10 key principles of design review established by Design Council/CABE. The scheme was reviewed by Richard Portchmouth (Chair), Thomas Lefevre, Ben Gibson, Paul Karakusevic, Simon Foxell and Philip Cave on Tuesday 5 August 2014 including a site visit in the morning, followed by a presentation by the design team, question and answers session and deliberations in the afternoon at Islington's Laycock Building, Laycock Street. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the council.

Panel's observations

- **Concept:** The Panel was supportive of a series of aspects of the scheme, in particular the proposed refurbishment of the building and the regeneration of the site. They welcomed the moves to create a better public realm and interface between the building and the surroundings on Old Street and significantly also on Bunhill Row and Banner Street. The provision of cycle storage was also highlighted as a positive measure.
- **Accessibility and entrances:** Panel members queried whether there might be benefit in having an entrance on Old Street, possibly by extending the currently proposed entrance lobby as well since this is the principal road of the three surrounding the building. The Panel also believed that it was important to achieve a genuinely level access on Bunhill Row in order for the building entrance to interact successfully with the street. In general further work was needed to develop the quality of the public realm.



- **Architectural expression:** There was some debate surrounding the proposed treatment of the elevations. Some concerns were raised in relation to the excessive horizontality and the Panel felt that details of articulation and enrichment will be important to ensure there is an appropriate balance between horizontal and vertical emphasis. The Panel felt that the change from vertical to horizontal was not necessarily conceptually inappropriate but that a better understanding and explanation of the reasoning and detailing was required. It was felt that the proposed elevational approach was more successful to Bunhill Road and Banner Street than the Old Street elevation.
- **Old Street elevation:** The common feeling amongst panel members was that the elevation to Old Street was not fully resolved in terms of the resolution of the top and the relationship with the middle and the base of the building. There were concerns in relation to the expression of the base with the building presenting a very low shopfront. Therefore, it was felt that the base was too low with the middle looking very tall and stripy. Panel members were of the opinion that the urban impact should be the overriding criteria to the changing function behind the façade. The Panel suggested that there might be benefit in increasing the perceived height/proportions of the base. Concerns were also raised in relation to the expression of the top and its relationship with the adjoining building. They felt that further work was required in relation to the composition of this elevation and relationship with surrounding context. The Panel also noted that the signage to the proposed shops would need to be designed into the proposal in order to give a controlled coherent appearance.
- **Landscaping:** The Panel pointed out that further work was required in relation to the proposed landscaping in particular in relation to the internal courtyard and how that environment works. They were not convinced that tree planting as indicated in the presentation would be feasible.
- **Environmental performance:** As this major refurbishment offers a significant opportunity to improve the building's energy efficiency, the Panel thought that further information should be provided on the comparison between the pre-refurbishment and post-refurbishment carbon performance. Clear justification should also be provided on why a BREEAM Excellent rating cannot be achieved. The Panel commented that the provision of bicycle parking and associated facilities may need to be increased.

Summary

The Panel was generally supportive of the concept of regeneration and refurbishment of the existing building. However, Panel members felt that further work was required in relation to the interface with the public realm on Bunhill Row as well as landscaping and the Old Street elevation frontage.

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', written in a cursive style.

Luciana Grave
Design Review Panel Coordinator/
Design & Conservation Team Manager

