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## AGENDA FOR THE PLANNING COMMITTEE

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Members of Planning Committee are summoned to a meeting, which will be held in the Council Chamber - Town Hall on **7 July 2015 at 7.30 pm.**

**John Lynch**  
**Head of Democratic Services**

Enquiries to : Zoe Crane  
Tel : 020 7527 3044  
E-mail : [democracy@islington.gov.uk](mailto:democracy@islington.gov.uk)  
Despatched : 29 June 2015

**Welcome:**

Members of the public are welcome to attend this meeting.

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

Committee Membership

Councillor Khan (Chair)  
Councillor Fletcher (Vice-Chair)  
Councillor Klute (Vice-Chair)  
Councillor Chowdhury  
Councillor Convery  
Councillor Gantly  
Councillor Ismail  
Councillor Nicholls  
Councillor Poyser  
Councillor Spall


Wards

- Bunhill;  
- St George's;  
- St Peter's;  
- Barnsbury;  
- Caledonian;  
- Highbury East;  
- Holloway;  
- Junction;  
- Hillrise;  
- Hillrise;

Substitute Members

Councillor Diner  
Councillor Kay  
Councillor A Perry  
Councillor Picknell  
Councillor Wayne  
- Canonbury;  
- Mildmay;  
- St Peter's;  
- St Mary's;  
- Canonbury;

Quorum: 3 councillors



**A. Formal Matters** **Page**

1. Introductions
2. Apologies for Absence
3. Declarations of Substitute Members
4. Declarations of Interest

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

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

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

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

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

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

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

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

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

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

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

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

5. Order of Business
6. Minutes of Previous Meeting 1 - 4

**B. Consideration of Planning Applications** **Page**

1. 46 Essex Road and 160-162 Packington Street, London, N1 5 - 64

2. Charter House, 2 Farringdon Road and Units 501 and 502 London Central Markets Gate 30, 45 Charterhouse Street, London, EC1 65 - 120

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

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

**Date of Next Meeting:** Planning Committee, 11 August 2015

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

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

## **PROCEDURES FOR PLANNING COMMITTEE**

### **Planning Committee Membership**

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

### **Order of Agenda**

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

### **Consideration of the Application**

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

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

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

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

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

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

London Borough of Islington

## Planning Committee - 9 June 2015

Minutes of the meeting of the Planning Committee held at Council Chamber, Town Hall, Upper Street, N1 2UD on 9 June 2015 at 7.30 pm.

**Present:**           **Councillors:**       Khan (Chair), Fletcher (Vice-Chair), Klute (Vice-Chair),  
Chowdhury, Convery, Gantly, Nicholls, Poyser and  
Spall  
**Also**               **Councillors:**       Greening  
**Present:**

### Councillor Robert Khan in the Chair

**113**        **INTRODUCTIONS (Item A1)**

Councillor Khan welcomed everyone to the meeting. Members of the Committee and officers introduced themselves.

**114**        **APOLOGIES FOR ABSENCE (Item A2)**

There were no apologies for absence.

**115**        **DECLARATIONS OF SUBSTITUTE MEMBERS (Item A3)**

There were no substitute members.

**116**        **DECLARATIONS OF INTEREST (Item A4)**

There were no declarations of interest.

**117**        **MINUTES OF PREVIOUS MEETING (Item A5)**

**RESOLVED:**

That the minutes of the meeting held on 21 May 2015 be confirmed as an accurate record of proceedings and the Chair be authorised to sign them.

**118**        **EMIRATES STADIUM, DRAYTON PARK, ISLINGTON, LONDON, N5 1BU (COACH PARKING LOCATIONS: QUEENSLAND ROAD, HORNSEY ROAD, SOBELL CENTRE, HORNSEY STREET, FINSBURY PARK) (Item B1)**

Approval of details pursuant to condition AG16 (Arsenal event day coach parking locations) of planning permission ref: P061170.

Condition AG16 of planning permission ref: P061170 states:

'That during any major event, at least 40 coach parking spaces shall be made available for use within the stadium or at another location(s) outside the stadium previously agreed by the Council'.

The proposed parking locations in order of priority:

Queensland Road (18 spaces)

Hornsey Road (9 spaces or 13 spaces if double stacked)

Sobell Centre (12 spaces)

Hornsey Street (11 spaces)

Finsbury Park (90+ spaces)

The applicant is seeking a permanent permission.

## Planning Committee - 9 June 2015

(Planning application number: P2015/1142/AOD)

In the discussion the following points were made:

- Arrangements had been made for blue badge holders who currently parked on Queensland Road.
- The Committee should decide whether to have 9 or 13 coach parking spaces on Hornsey Road.
- The planning officer confirmed that some operational vehicles, safety vehicles e.g. ambulances and some spectator vehicles parked in the undercroft of the stadium. All vehicles had to be pre-registered with associated background checks having been undertaken and were searched prior to entry.
- If coaches were to be parked in the undercroft, a different, more time consuming search would have to take place due to the size of the vehicles and the terrorism threat. This was impractical and in the medium term it was not a viable solution to the provision of match day coach parking.
- A member suggested that due to the possibility that in the long term the security threat might reduce, temporary permission should be granted.
- Concern was raised about spectators using the Sobell Centre's car park which meant users of the centre were unable to park. Options for management of the car park on match days were being explored with Sobell Centre management. Currently Aquaterra, the previous provider at the Sobell Centre, currently held the lease of the car park. Once the lease returned to the council, the council could control who parked in the car park.
- The Fire Service had been consulted on the proposals to double stack coaches on Hornsey Road and were satisfied that this would not restrict emergency access.
- Concerns had been raised about match day anti-social behaviour on the Harvist Estate.
- The data showed that the demand for coach parking was reducing.
- Members had conducted a site visit on a match day to see the practicalities relating to coach parking. Even though the stadium was full, there was a small number of coaches.
- A member commented that the allocation of home/away coach parking spaces meant the area was cleared quickly after matches and having 13 coaches on Hornsey Road would help.
- Many of the concerns raised by residents were not specifically related to coach parking.

Councillor Khan proposed a motion, that if planning permission was granted, it should be granted for four years. This was seconded by Councillor Poyser and carried.

Councillor Klute proposed a motion to permit 13 coaches to be parked on Hornsey Road. This was seconded by Councillor Khan and carried.

### **RESOLVED:**

That temporary approval of details be granted for a period of four years for coach parking arrangements in relation to condition AG16 of planning permission ref: P061170, to cover all home football (soccer) matches, subject to the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 between the council and all persons with an interest in the land (including mortgagees ) in order to secure the planning obligations contained within Recommendation A of the officer's report, 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, subject to

## **Planning Committee - 9 June 2015**

the conditions and informative in the officer's report plus the amendment outlined above to permit 13 coaches to be parked on Hornsey Road.

The meeting ended at 8.20 pm

**CHAIR**

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## PLANNING COMMITTEE REPORT

Development Management Service  
 Planning and Development Division  
 Environment and Regeneration Department  
 PO Box 333  
 222 Upper Street  
 LONDON N1 1YA

<b>PLANNING COMMITTEE</b>		
<b>Date:</b>	<b>7 July 2015</b>	

Application number	P2015/0971/FUL
Application type	Full Planning Application
Ward	St Peter's
Listed building	None on the site but listed building bounding the site
Conservation area	Duncan Terrace/ Colebrooke Row
Development Plan Context	Duncan Terrace/ Colebrook Row Conservation Area; Archeaological Priority Area; Angel Town Centre; Angel and Upper Street Key Area
Licensing Implications	None
Site Address	46 Essex Road & 160-162 Packington Street, London N1
Proposal	Part change of use and part redevelopment of 46 Essex Road, 160 Packington Street and 162 Packington Street and land to the rear fronting onto Queens Head Street to provide a total of 2350 sq.m B1 office space and the creation of one additional residential (C3) flat (in addition to 2 existing units) to create a total of 3 (2x3 bed and 1x2bed) The proposals include the erection of a four storey (including basement) B1 office building fronting onto Queens Head Street and roof top additions to 162 Packington Street including alterations and improvements to the facade of the existing buildings.

Case Officer	Sally Fraser
Applicant	North Hill Mercants Developments
Agent	Nathaniel Lichfield & Partners

### 1 RECOMMENDATION

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

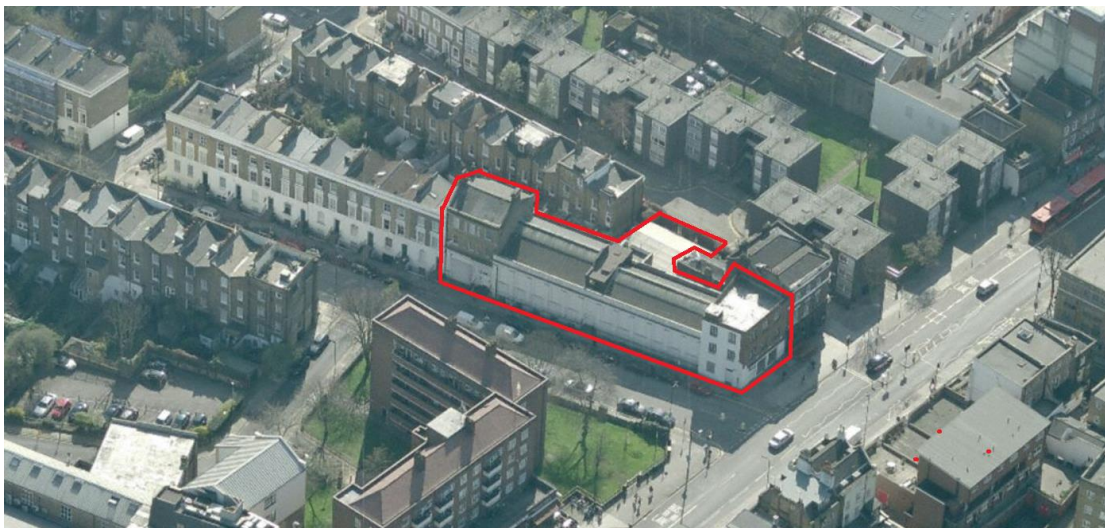
1. subject to the conditions set out in Appendix 1; and

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

## 2 SITE PLAN (Site outlined in black)



## 3 PHOTOS OF SITE/STREET



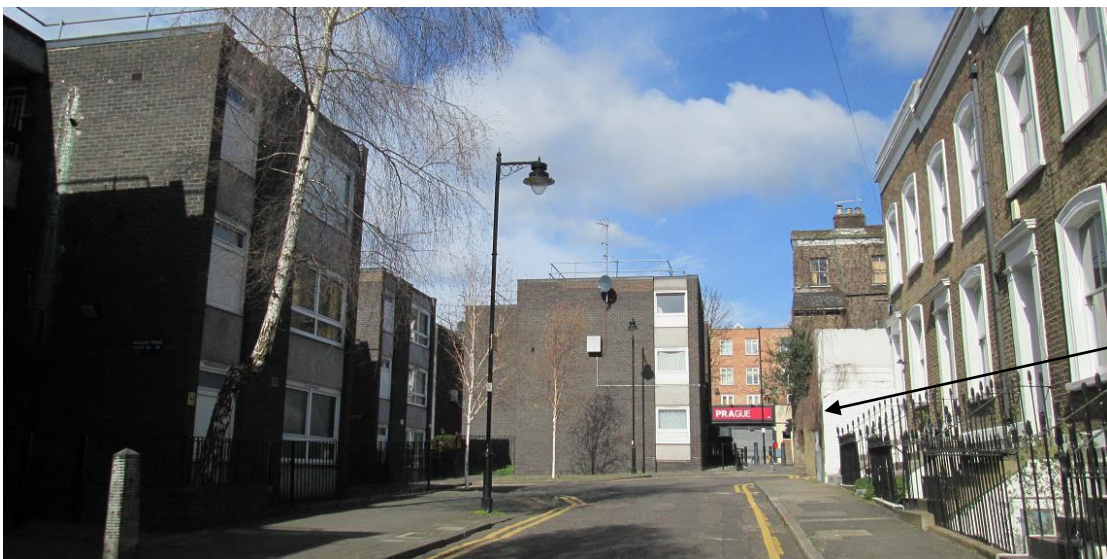
Photograph 1: Aerial view of the site (looking south)



Photograph 2: Looking south along Essex Road towards the site



Photograph 3: Looking along Packington Street towards the site



Photograph 4: Looking along Queens Head Street towards the site



Photograph 5: The Queens Head Street entrance to the site



Photograph 6: Looking towards the terrace at 84 Queens Head Street and the windows of 162 Packington Street

#### **4 SUMMARY**

- 4.1 The application site comprises of 160 and 162 Packington Street, 46 Essex Road and a piece of vacant land fronting Queens Head Street. The buildings contain vacant business floorspace, a retail unit at ground floor fronting Essex Road and 2 residential flats on Packington Street.
- 4.2 162 Packington Street is locally listed and there are a number of locally listed terrace properties surrounding the development. The Queens public house at 44 Essex Road adjoining the site is statutorily listed and the site lies within the Duncan Terrace/ Colebrook Row conservation area.

- 4.3 The application proposes the refurbishment and change of use into office space of 162 Packington Street and 46 Essex Road, including the construction of a new roof extension to 162 Packington Street. Also, the addition of one residential unit at 160 Packington Street and the erection of a 3 storey plus basement office building, with internal link to the other buildings on the site, fronting Queens Head Street.
- 4.4 The main issues arising from the development are the impact of the development on the character and appearance of the conservation area and the setting of the surrounding listed and locally listed buildings and the impact of the development on the amenities of the neighbouring occupiers. The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 4.5 The Design and Conservation Officer considers that the development would enhance the character and appearance of the conservation area and the surrounding listed and locally listed buildings, by reason of the improvements to the façades of the existing buildings and the sensitive height, massing and detailed design of the new building on Queens Head Street, including the roof extension to 162 Packington Street.
- 4.6 The proposal would have an acceptable impact on the residential amenities of the neighbouring occupiers, with recommended conditions to protect privacy and the visual appearance of the development, and would optimise the amount of business floorspace and affordable business floorspace on the site, in compliance with local land use policies. There would be no undue impacts on the safety of the highways network and the proposal would be sustainable and energy efficient.
- 4.7 The proposal is recommended for approval, subject to conditions and to a legal agreement, the heads of terms of which have been agreed with the applicant.

## **5 SITE AND SURROUNDINGS**

- 5.1 The site contains 3 adjoining buildings at 160 Packington Street, 162 Packington Street and 46 Essex Road- and a piece of open land fronting Queens Head Street. The site area is approximately 1000sqm.
- 5.2 162 Packington Street is a locally listed, 19<sup>th</sup> century former post office, comprising a basement and double height ground floor with rendered façade and blocked up windows. It has a moulded cornice supported by pilasters and a hipped roof with central glazed element. 160 Packington Street is an attractive 1850's building which was originally used in conjunction with the former post office. It has roller shutters on the front elevation with an original carriage arch and a cobbled crossover.
- 5.3 46 Essex Road is a 1950's building comprising a lower ground floor and 3 storeys above ground, with a brick frontage and rendered return facade.
- 5.4 The buildings, with the exception of the upper two floors of 160 Packington Street, are connected internally and collectively known as 'Merchants Hall'.

Merchants Hall was last used as B8 warehousing, with a retail unit on the ground floor of 46 Essex Road. The upper 2 floors of 162 Packington Street comprise of two residential units. The vacant land was last used for servicing ancillary to 162 Packington Street.

- 5.5 Bounding the site to the south west is the Queens Head public house. To the south east are the residential properties at 78- 84 Queens Head Street, to the north the flatted development known as Gough House and to the east, 158 Packington Street.
- 5.6 The site is sensitive in conservation terms. In addition to the locally listed building on the site, the Queens Head public house adjoining the site is Grade II statutorily listed. All the properties on Packington Street to the east of the site are locally listed, as are 78- 84 Queens Head Street. The site is within the Duncan Terrace/ Colebrook Row conservation area and an Archaeological Priority Area.
- 5.7 Whilst Essex Road is largely commercial, Packington Street is predominantly residential. Buildings are a mixture of age and styles and building heights vary between 3 and 6 storeys.
- 5.8 The site is within the Angel Town Centre (although it is not within a primary or secondary frontage) and the Angel and Upper Street Key Area.
- 5.9 There is no soft landscaping or trees on the site.

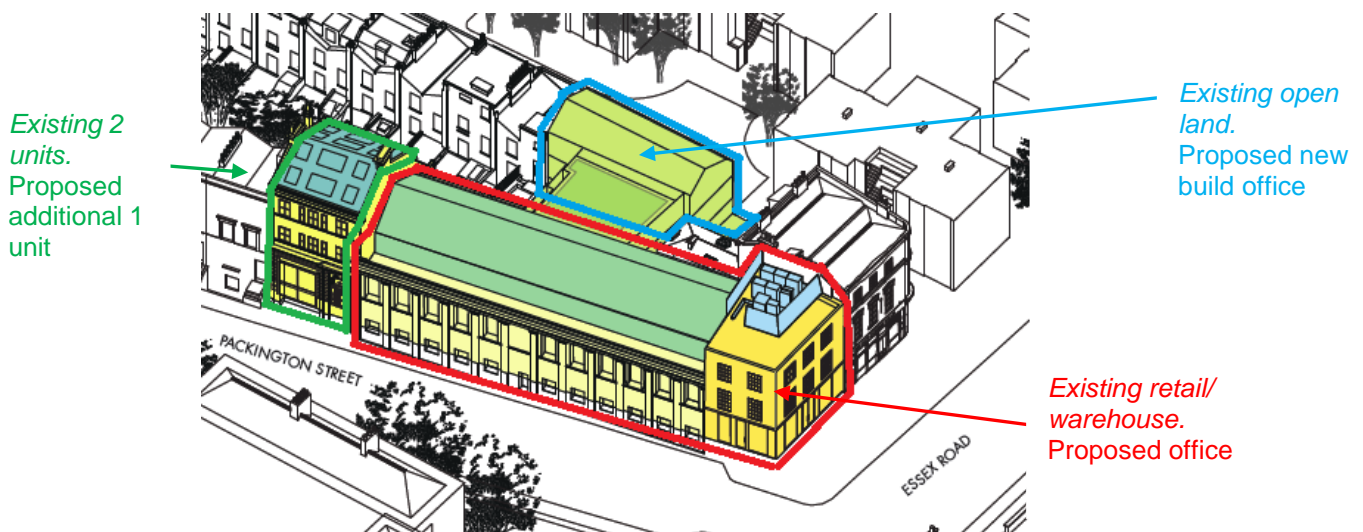
## **6 PROPOSAL (IN DETAIL)**

- 6.1 The application proposes the refurbishment and change of use of 162 Packington Street and 46 Essex Road into office space including the construction of a roof extension to 162 Packington Street, change of use of the ground floor and basement of 160 Packington Street to create an additional residential unit; and the erection of a 3 storey (plus basement) office building fronting Queens Head Street with a link element to the remodelled buildings on the site.
- 6.2 In terms of the physical changes to 162 Packington Street, a single storey rooftop extension would be constructed, the existing boarded up windows reinstated and the historic façade repainted. To 46 Essex Road, a rooftop plant enclosure would be added and the existing rooftop railings removed and replaced with a parapet. Larger windows would be inserted at ground and first floors and the existing render to the return elevation would be removed and replaced.
- 6.3 At 160 Packington Street, the existing flats at first and second floors would be retained (and refurbished internally) and a new flat created over basement and ground floors. Externally, the carriageway opening would be retained and the roller shutters replaced with a glazed window, which would also provide light into the basement. Rooflights would be constructed to the front and rear roofslopes.

6.4 The new building fronting Queens Head Street would comprise of 3 storeys above ground with a basement and would attach to 162 Packington Street with a link element, the flank wall of which would face the outdoor amenity areas of the residential properties on the north side of Queens Head Street. This facing flank wall would be clad in white glazed brick and glazing, with elements of planting. The Queens Head Street elevation of the building would be constructed of Gault brick, featuring recessed windows. Whilst the building would appear from Queens Head Street to be a 2 storey building above ground, internally there would be 3 storeys.

6.5 The existing and proposed uses on the site and their location within the site are detailed in the table and image below:

Use class/ GIA (sqm)	Existing	Proposed	Difference
A1 (Retail)	218	0	-218
B8 (Warehouse)	1041	0	-1041
B1a (Office)	0	2350	+2350
Overall business	1041	2350	+1310
Total	1259	2350	+1091
C3 (Residential)	2 units	3 units	+1 unit



6.6 All office accommodation would be connected internally. It is the intention of the applicant to market the entire space towards a single occupier, with the exception of 85sqm of office space on the ground floor of the new build element of the scheme fronting Queens Head Street, which would be designated 'affordable' office space, by virtue of its size.

6.7 The main entrance to the office would be on Essex Road, with a separate entrance on Queens Head Street for the users of the affordable workspace. There would be a secondary ground floor entrance on Queens Head Street to

facilitate refuse collection for the office development and cycle users would utilise a ramp to basement level on Queens Head Street.

- 6.8 There would be an outdoor terrace at second floor level of 162 Packington Street, facing Packington Street behind the existing parapet, to serve the occupiers of the office, during office hours.
- 6.9 The development would be car free. There would be dedicated cycle facilities for 30 bikes within the basement of the office accommodation, including one accessible cycle parking space. Cycle storage space would also be provided within the residential unit.
- 6.10 All deliveries for the office would take place using an existing servicing bay on Essex Road, with the exception of refuse collection which would be carried out on Queens Head Street. A small extension to the pavement is proposed on Queens Head Street to facilitate safe pedestrian entry into the office accommodation. This would be secured through the inclusion of a clause attached to the legal agreement relating to this report.

## **Revisions**

- 6.11 The application has been amended to address concerns relating to design, the impact on the amenities of the occupiers on the north side of Queens Head Street and the provision of affordable office space. The changes to the proposals include:
- An increase in the set back of the flank wall of the office link element from the shared boundary with 84 Queens Head Street, by 1.7m at first floor (1 storey above the terrace level of 84 Queens Head Street) and second floor (2 storeys above terrace level). The 'step' in the flank wall has also been removed, to rationalise and simplify the elevation,
  - Change in the design of the Queens Head Street elevation, to address Design Review Panel and officer concerns,
  - The inclusion of 85sqm of affordable workspace (affordable by virtue of its size).

## **7 RELEVANT HISTORY:**

### **Planning Applications**

#### **Land on Queens Head Street**

- 7.1 **801759:** Continued use of land at 86- 92 Queens Head Street as a car park and loading bay in connection with Merchants Hall. Approved 23/4/1981

#### **46 Essex Road**



- 7.2 **831405:** Change of use of ground floor only from warehousing to use as a retail showroom together with the formation of a new shopfront and alterations to front and side elevations of warehouse premises. Approved 20/02/84.

### **160 Packington Street**

- 7.3 **870601:** Conversion of the upper floors into 2 x 2 bed flats. Approved 17/11/87.

### **Merchants Hall**

- 7.4 **P2013/3108/FUL** – Change of use to comprise retail floorspace at lower ground and ground floor and cafe/restaurant floorspace at ground floor. Withdrawn 31/1/2014

### **Pre Application Advice**

- 7.5 The applicant submitted a scheme for pre-application discussions in October 2014 for the 'Refurbishment, extensions and change of use of the existing buildings and a new 4 storey building to provide new business floorspace and 2 additional residential units.'
- 7.6 The applicant was advised that the proposed restoration of the historic buildings on the site was welcomed and that, in landuse terms, the proposed uplift in office space was policy compliant.
- 7.7 The applicant was advised that the proposed roof extension to 160 Packington Street was not acceptable in conservation and design terms but that the proposed roof extension to 162 Packington Street was a discreet and well-designed addition. The proposed new building fronting Queens Head Street was, in principle, acceptable and the contemporary architectural approach welcomed.

## **8 CONSULTATION**

### **Public Consultation**

- 8.1 Letters were sent to occupants of 145 adjoining and nearby properties on 19<sup>th</sup> March 2015. A site notice was displayed and a press advert was published on 19<sup>th</sup> March 2015. The first period of public consultation on the application therefore expired on 16<sup>th</sup> April 2015.
- 8.2 A total of seven responses were received to the first consultation from neighbouring residential occupiers, which comprised three statements of support and four objections to the proposal. The concerns raised by the objectors can be summarised as follows (with the paragraph that provides a response to the issue indicated within brackets):

- Loss of daylight and sunlight to properties on the north side of Queens Head Street (paras 11.50, 11.51, 11.52, 11.55 and 11.56)

- Sense of enclosure and loss of outlook to the properties on the north side of Queens Head Street (paras 11.70- 11.79)
- Overshadowing to outdoor areas and solar panels at number 84 Queens Head Street (paras 11.67 and 11.69)
- The proposal would represent an overdevelopment of the site (para 11.30)
- The new building and link element on Queens Head Street and the roof extension at 162 Packington Street would be visually intrusive and would not protect the historic environment (paras 11.24, 11.28 and 11.30)
- New Queens Head Street frontage would dominate and be out of keeping with the adjacent terrace houses. (para 11.28)
- Proposal would create a commercial frontage onto a residential road (paras 11.4 and 11.29)
- Concern over increase in activity on Queens Head Street and likely increase in noise and disturbance, litter and antisocial behaviour (paras 11.81 and 11.82)
- Concern over appearance over time of the flank wall and planting on the flank wall facing 84 Queens Head Street (para 11.31)

8.3 Re-consultation (14 day): In response to the submission of revised plans and supporting information, the Council re-consulted on the application. Letters were sent to the same 145 properties. The public consultation expired on 12<sup>th</sup> June 2015, although it is the council's practice to continue to consider representations made up until the date of a decision. There were four responses to the re-consultation, three of which were from residents of addresses that had not previously objected. The new concerns raised can be summarised as follows:

- Loss of light to 19- 27 Raleigh Mews (para 11.61 and 11.62)
- Increase in traffic activity on Queens Head Street (para 11.80)

#### **External Consultees**

- 8.4 London Fire & Emergency Planning: No objection received. It was recommended that sprinkler systems be installed in any new building.
- 8.5 Metropolitan Police Crime Prevention Design Advisor: Advised that the project provoked little cause for concern in respect to building security.
- 8.6 Thames Water: Raised no objection with regards to the impact of the development on sewerage infrastructure capacity. They advised that approval should be sought from Thames Water where the erection of a building would come within 3m of a public sewer. A recommendation was made to ensure

storm flows are attenuated into the receiving public network through on or off site storage.

- 8.7 Historic England: No objection in principle to the size and location of the proposed new building on Queens Head Street. Recommended that the council ensure that the new buildings are of the highest quality and materials.
- 8.8 Historic England (GLASS): Recommended that a Field Evaluation be carried out to the satisfaction of GLASS before any works on site are commenced.

### **Internal Consultees**

- 8.9 Design and Conservation (based on revised design): The restoration work to the façade of the locally listed building and the other buildings on the site are welcomed. The size, location, and design of the additions to the existing buildings and the new building on Queens Head Street would preserve and enhance the character of the conservation area and the setting of the listed buildings. The proposal is acceptable in Design and Conservation terms.
- 8.10 Energy Conservation Officer - The development would require payment of a carbon offset contribution of £63,480.00. The development would comfortably achieve BREEAM Excellent and would provide Air Source Heat Pumps (ASPH) to achieve the on site carbon reduction.
- 8.11 Inclusive Design Officer: The office space would provide inclusive, accessible accommodation throughout. The additional residential unit would be neither visitable nor adaptable and as such would not comply with the councils Inclusive Design SPD.
- 8.12 Planning Policy Officer: The proposal complies with council land use policies to maximise business use on the site. An appropriate amount of affordable business floor space should be provided.
- 8.13 Public Protection Division (Acoustic Officer): No objections, subject to the securing of relevant conditions in relation to plant noise, sound proofing between the residential and office uses and the submission of an Environmental Construction Management Plan.
- 8.14 Spatial Planning and Transport (Transport Officer): The amount and nature of the cycle parking proposed within the office use complies with policy standards. The cycle parking proposed for the residential unit however would not be step free. Any proposal to service the development on street should be adequately justified, in compliance with policy DM8.6.
- 8.15 Highways/ Traffic management: The proposed 'on street' servicing arrangements would have an acceptable impact on highway safety and capacity. The extension to the pavement on Queens Head Street is acceptable, secured through the S106 agreement.
- 8.16 Street Environment Division: The location and size of the refuse and recycling storage and arrangements for collection are acceptable.

- 8.17 Sustainability Officer/ Local Lead Flood Authority: The commitment to achieve BREEAM Excellent is supported, as is the commitment to meet policy targets in relation to water efficiency, materials and construction waste. The constraints of the existing buildings are accepted and commitment to deliver a green roof to contribute towards on site water attenuation suitably addresses SUDS policy in this instance, subject to the addition of a condition to ensure its quality and maintenance.

### **Other Consultees**

- 8.18 Design Review Panel (DRP) – The development proposals were reviewed at the pre-application stage by the DRP on 14/04/2015. The following response was provided by the DRP with the officers response provided below each paragraph of the DRP commentary). The full response can be found at Appendix 3 to this report.

### **Layout and landuse:**

- 8.19 *The Panel raised various concerns about the proposed positioning of the different uses. Panel members suggested that it may be more appropriate to continue the office space to the rear of 160 Packington Street through to the front of the building, which is currently shown as residential or that it may be a suitable position for another commercial use or café/canteen associated with the office use.*
- 8.20 *The Panel had concerns with the quality of living space that would be provided within this unit, particularly with the glazed infill of the carriage arch. It was felt that, as this glazed element would immediately front the street, it is likely that it would be at least partially screened/obscured internally and as such would defeat the purpose of the transparent element and the emphasis on the retention of the carriage arch. Panel members thought that this may work better as part of the office space where the glazing could remain transparent. Alternatively it was suggested that if this space is to remain as residential, a different treatment to the front may be more appropriate.*
- 8.21 Officer Response: The basement floorplan has, since being reviewed by DRP, been amended which partially addresses Panel concerns regarding the quality of accommodation at this level. One of the two bedrooms proposed, which would receive light only from a small slot window to the front lightwell, has been removed. The other, larger bedroom would remain, as it is not considered that this basement is unsuitable for habitable accommodation altogether. The bedroom would receive light, although limited, from the high level window and it is the case that this is a duplex apartment which, at upper ground floor level, is dual aspect and has an external terrace to the rear and an additional bedroom.
- 8.22 The panel also raised concerns regarding to the quality of defensible space that would be ascertained through the use of bollards as opposed to railings. Given the commercial origin of this building, railings were deemed inappropriate by the councils Design and Conservation officer. The bollards, whilst not standard for a residential building, would provide some protection

from pedestrian encroachment into the defensible space and would provide a level of privacy which complies with the policy depth standard and would be equal to that of any basement flat along this road.

- 8.23 On balance, it is considered that the unit would provide a good level of accommodation for future occupiers.
- 8.24 *The Panel felt that more light could be brought into the lower rooms within the residential unit to the front of 160 Packington Street by re-designing and repositioning the rear terrace to the lower level and could greatly improve the standard of living at lower ground floor level.*
- 8.25 Officer Response: Repositioning the rear terrace to basement level would create walls to the terrace which would be 2 storeys high and would not result in a good level of amenity.
- 8.26 *Panel members felt that it may potentially be more appropriate to move the residential units to the new building fronting Queens Head Street, but accepted that this may result in overlooking issues with the existing residential terrace to Queens Head Street, as well as poor daylight within the residential units due to the proximity to 160 and 162 Packington Street behind.*
- 8.27 Officer Response: In order to maximise the amount of business space on the site, it is considered appropriate to utilise the open land fronting Queens Head Street for this use. Additionally, 160 Packington Street is already in residential use and continued use of the entirety of this building for residential units was considered appropriate in this context.
- 8.28 *The Panel questioned the position of the main entrance to the office space on Essex Road and suggested that this may be better positioned on Packington Street. It was felt that the main entrance was such an important part of scheme and that as 46 Essex Road is the least architecturally flamboyant element, it may be more appropriate to relocate the entrance within the development to create a greater statement. It was also suggested that another use might function well at this point, providing an active frontage to this portion of Essex Road.*
- 8.29 Officer Response: Panel members suggested that the Packington Street elevation, with its architectural flamboyancy, may be the more appropriate location for the main entrance to the office accommodation. The applicant noted the suggestion and responded that given the commercial nature of Essex Road and the now almost entirely residential nature of Packington Street, Essex Road was the most appropriate elevation for the main entrance. This was agreed by officers. Retail use on Essex Road was considered, but discounted in order to utilise the frontage as the main entrance to the office building and to optimise business space on the site.

### **Appearance**

- 8.30 *The Panel supported the proposals in principle, but felt that the Queens Head Street elevation required more work. It was felt that a different approach may*

*be required as the current proposals which are referential to the proportions and window pattern of the terrace of houses to Queens Head Street resulted in a confusing elevation, particularly since the floor levels within the office space behind did not correlate with the openings in the elevation. The resulting impression is of façade retention. Panel members felt that it may not be necessary to use a domestic language with this frontage and that it may be more appropriate to make reference to the pared down simple elevation treatment of 162 Packington Street behind with the proposed frontage to Queen Mary Street. The Panel felt that a contextually inspired modern frontage may be the best approach, perhaps being more honest about the commercial use behind the façade.*

- 8.31 Officer Response: The design of the Queens Head Street elevation has been amended to address Design Review Panel concerns. Whilst the internal floor levels are a consequence of the changing levels along Queens Head Street and have not changed, a horizontal band has been added to coincide with internal first floor level of the adjoining terrace. The elevation now draws on the vertical emphasis and proportion of 162 Packington Street to avoid imitating the domestic language of the adjacent terraced housing, and mark a clear visual difference between new and old, commercial and domestic.



Presented to DRP



Revised scheme now

- 8.32 *The Panel suggested that improvements could be made to the flank elevation of 46 Essex Road and that the removal of the render and the exposure of a brick façade may improve the relationship with 160-162 Packington Street, with the two brick buildings bookending the old sorting office. Panel members also questioned the join between 46 Essex Road and 162 Packington Street and*

*how that might work, as well as the articulation of the top of 46 Essex Road. The Panel advised that careful consideration must be taken to address how this would appear from long views down Essex Road.*

8.33 *The Panel considered that the fenestration to Essex Road gave the appearance that there was no constructional depth between the ground and first floor – some more solidity to the elevation may be beneficial to improve the proportions.*

8.34 Officer Response: There has been no change to the treatment of the return elevation of 46 Essex Road since the Design Review Panel. Removal of the render on the return elevation of 46 Essex Road was considered, but discounted by reason of the condition of the bricks underneath.

8.35 In terms of the relationship between 162 Packington Street and 46 Essex Road, the image below indicates that the ‘join’ will not be seen above the parapet of 162 Packington Street from street level. The appearance of the development from this view is considered acceptable.



8.36 Design Review Panel comments regarding the articulation at roof level and the constructional depth between the ground and first floors were addressed by the applicants through changing the material of the parapet and increasing the amount of non glazed elements at ground floor. The amendments were assessed by the councils Design and Conservation officer, who considered that the design as originally submitted was the most appropriate in terms of subservience to the adjoining listed building. Longer views of the proposal from Essex Road, as shown below, would be discreet and appropriate.



## **Amenity**

- 8.37 *Panel members raised concerns over the lack of amenity space associated with the offices. Currently only a small north-east facing terrace is proposed at second floor level and it was felt that some amenity space should be provided to the south-western side of the site on Queen Mary Street.*
- 8.38 Officer Response: No change has been made to the amount of amenity space for the office since the Design Review Panel. External amenity space has been provided where available, through use of the terrace fronting Packington Street elevation. There is no policy requirement to provide a specified amount of amenity space relating to office use.
- 8.39 *The Panel also queried whether any contribution could be made to public space and felt that some improvement could be made to the Essex Road frontage as well as the potential of a shared space at the top of Queens Head Street.*
- 8.40 Officer Response: Whilst there is no site specific requirement to contribute, the development upon implementation would be liable for Islington CIL, which does contribute towards open space in the borough. A shared surface on Queens Head Street was suggested by the applicant in response to Design Review Panel comments, however this was considered inappropriate by the councils Highways and Inclusive Design officers on the grounds of highways safety and the safety of pedestrians using this area.

## **Summary**

- 8.41 *The Panel welcomed the rejuvenation of the building, but had various concerns with the proposals. Panel members felt the elevation to Queens Head Street required further work, including the internal relationship of floor slabs to window openings. Concern was expressed regarding the success of residential unit to 160 Packington at ground and lower ground floor levels. The Panel raised concerns over the handling of the elevation of 46 Essex Road. They felt that a bolder statement was required for the entrance to the office space and that this could be provided in this position with some alteration or may be better provided at one of the other frontages. Panel members were also concerned with the articulation to the top of 46 Essex Road, the join between this building and 162 Packington Street and how that might appear, particularly when viewed from a distance.*
- 8.42 Officer Response: Design changes have been made to the Queens Head Street elevation, which respond to concerns regarding the residential appearance of the commercial building. The internal floor levels are a consequence of the level changes on Queens Head Street, however the addition of the horizontal break at first floor has reduced the extent to which these are visible externally. The changes are considered acceptable by the Design and Conservation officer.
- 8.43 Following discussion with the applicant regarding the appearance of 46 Essex Road post Design Review Panel, it was decided that amending the design of



the frontage would have an impact on the setting of the adjoining listed building which would be detrimental to its setting. The proposed design is discreet and appropriate in this context.

- 8.44 Given the positive elements of the ground floor of the proposed duplex flat on Packington Street, the principle of habitable accommodation within this unit at basement level is considered appropriate.

## **9 RELEVANT POLICIES**

- 9.1 Details of all relevant policies and guidance notes are attached in **Appendix 2**.

- 9.2 This report considers the proposal against the following documents:

### **National Guidance**

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

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

- 9.5 On the 28th November 2014, a Ministerial Statement and revision to the Planning Practice Guidance (PPG) were published, which seek to remove s106 contributions on small sites including contributions towards affordable housing. In this situation, the application is for a major development proposal and the small site contribution is not viewed to be a disproportional burden upon this development, as supported by the Council's independent financial viability assessor and for this reason the securing of that contribution is considered to be policy compliant, secure a mixed and balanced development and not to be disproportionate.

- 9.6 In considering the relevance of the changes to the PPG in light of the NPPF requirement to meet the full objectively assessed needs for market and affordable housing, the Council is mindful that the NPPF sets out the government's national planning policy.

- 9.7 Furthermore, planning legislation (Section 70 of the Town and Country Planning Act 1990 and section 38 of the Planning and Compulsory Purchase Act 2004) provides that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

- 9.8 Legislation puts far greater weight on adopted policy, both at the national, London and borough level. The Council considers that the material consideration of the PPG should not outweigh the development plan, given the specific circumstances in Islington.

- 9.9 Under the Ministerial Statement of 18 December 2015, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

### **Development Plan**

- 9.10 The Development Plan is comprised of the London Plan (FALP) 2015, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at **Appendix 2** to this report.

### **Designations**

- 9.11 The site is the subject of the following designations set out with the Development Plan documents:
- Adjoining a listed building
  - Within the Duncan Terrace/ Colebrook Row Conservation Area
  - Angel and Upper Street Key Area
  - Angel Town Centre
  - Archeological Priority Area

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

- 9.12 The SPGs and/or SPDs which are considered relevant to this application are listed in Appendix 2.

## **10 ENVIRONMENTAL IMPACT ASSESSMENT**

- 10.1 Whilst an EIA Screening Opinion was not submitted by the applicant, it is not considered that the site or development proposed fall within Category 1 or 2 development and therefore does not trigger a requirement for an Environmental Impact Assessment.

## **ASSESSMENT**

- 11.1 The main issues arising from this proposal relate to:
- Principle of the use
  - Design, Conservation and Heritage considerations
  - Standard of residential accommodation
  - Neighbouring amenity
  - Inclusive Design
  - Energy and sustainable design and construction
  - Trees, landscaping and biodiversity
  - Transport
  - Planning Obligations

## **Land Use**

- 11.2 The site lies within the Angel Town Centre. When assessing changes of use within Town Centres, part D of Policy DM 4.4 is relevant. It states that 'the change of use of ground floor units from main town centre uses to other uses within town centres will generally be resisted'. The lawful use of the ground floor of 46 Essex Road is retail, a main town centre use. However the proposed office use is also classified within the Development Plan as a main town centre use. The proposal therefore complies with this part of this policy and would not harm the vitality of the Town Centre.
- 11.3 B1a office space is defined within the Development Plan as a 'business' use. Core Strategy policy CS5C promotes the importance of the development of business floorspace and especially office space within the Angel and Upper Street key area, to contribute to wider employment growth within the borough. Policy DM5.1A supports this position, encouraging the intensification, renewal and modernisation of existing business floorspace.
- 11.4 The existing site comprises of 1041sqm of business (warehousing B8 use) floorspace. The proposed scheme would deliver 2300sqm of modernised office floorspace, through refurbishment and extension of the existing buildings and development of the existing vacant site of Queens Head Street into offices. The last use of the vacant site was for purposes ancillary to Merchants Hall and the continued use of this land for office space is policy compliant and welcomed, for its contribution towards the policy aim of economic growth.
- 11.5 Furthermore, policy DM5.1Ai requires that a scheme incorporates the maximum amount of business floorspace reasonably possible on the site. The proposed scheme, in addition to the refurbishment of existing unused business (B8 use class) space, would create new office (B1a) accommodation on the vacant land on Queens Head Street. It is considered that the proposed business floorspace has been maximised.
- 11.6 In addition to encouraging new business floorspace in general, the Development Plan promotes measures to support the local population and local businesses.
- 11.7 To this end, policy DM5.1Fi requires the inclusion of design features that would allow the floorspace to be adapted in the future for a range of uses and occupants, including small and medium enterprises. The proposed scheme is intended initially for use by a single occupier and comprises large floorplates. Flexibility has been built into the design, however, with the layout of the entrance and lift core, allowing floor by floor lettings if desired in the future.
- 11.8 In addition, proposed business floorspace should include an appropriate amount of 'affordable' workspace. The definition of 'appropriate' in the development management policies is 5%, when applied to large major schemes. This scheme would incorporate one, self contained, 85sqm office unit which is considered 'affordable' on account of its size and therefore attracting smaller businesses (as established in the DM policies document). Although slightly less than the 5% floorspace guide, this is a relatively small

scheme with constraints surrounding the refurbishment of the historic building. The proposal is considered to be policy compliant in this instance, and the affordable workspace welcomed. The affordable workspace would be secured by condition.

- 11.9 There is also a requirement for developments to provide jobs and training opportunities including on site construction training during the construction phase of the development and training opportunities during the operational phase. This would be secured as part of the legal agreement.

### **Residential**

- 11.10 There is no policy objection to the residential element of the scheme which is, in principle, acceptable.
- 11.11 The relevant Islington Development Plan policy is CS12G, which states that sites of nine units or fewer will contribute to affordable housing provision through a financial contribution in lieu of on-site provision.
- 11.12 The contribution per unit is set out in the council's Affordable Housing Small Sites Contributions SPD (2012). The SPD sets out, underpinned by viability evidence, that the required contribution for the creation of each additional residential dwelling (when less than 10 are proposed) in this part of the borough will be £50,000 per unit, unless a lower contribution is justified by viability evidence.
- 11.13 The application submission included a financial viability assessment that was reviewed independently by BPS which concluded that this contribution could viably be provided. Given this is a major development proposal, this contribution is a proportional requirement and the Development Plan and other material considerations are considered to outweigh the PPG in this regard in this instance. As such the appropriate affordable housing contribution of £50,000 is viable. This contribution forms part of the heads of terms on the legal agreement relating to this report.

### **Summary**

- 11.14 The change of use of the existing retail unit into office use is policy compliant, as there would be no loss on the site of a main Town Centre use. The uplift in business floorspace is welcomed, as is the provision of an element of affordable workspace. The provision of a new residential unit on the site acceptable and subject to a financial contribution.

### **Design and Conservation**

- 11.15 The development site is located within the Duncan Terrace/ Colebrook Row conservation area, includes the locally listed 162 Packington Street and lies within the setting of the statutorily listed Queens Head public House. Both the conservation area and the listed building are designated heritage assets.

- 11.16 The NPPF emphasises the desirability to sustain and enhance the significance of heritage assets. It states that, where a development causes harm or substantial harm to a designated heritage asset, the development should be refused unless the harm is outweighed by public benefits, or substantial public benefits respectively.
- 11.17 The Development Management Policies mirror the core principles of the NPPF. Policy DM 2.3Bi requires developments in conservation areas to be of high quality contextual design so that they conserve or enhance their significance. Part Cii of the policy addresses development within the setting of listed buildings, stating that development which harms their significance will not be permitted unless there is clear and convincing justification.
- 11.18 The Duncan Terrace/ Colebrook Row Conservation Area design guidance (2002) states that new buildings must conform to the height, scale and proportions of existing buildings in the immediate area.
- 11.19 Turning first to an appraisal of the contribution that the existing site and buildings make to the significance of the heritage assets, it is the case that the application site is prominently located. All three existing buildings are highly visible looking south along Essex Road and, looking north towards the site, one sees 46 Essex Road and the adjoining listed building. Public views of the vacant land, with 162 Packington Street and the rear of the listed public house in the background, are gained from Queens Head Street.
- 11.20 The locally listed 162 Packington Street is vacant and in a poor state of repair. Whilst structurally sound, the windows onto Packington Street are boarded up and it has a tired appearance. The building has great potential to contribute positively to the street scene and the character of the conservation area.
- 11.21 160 Packington Street, whilst not locally listed, is of historic significance, forming the original coach horse entrance to the district post office. The carriage arch and cobbled crossover remain.
- 11.22 The 1950's built 46 Essex Road is utilitarian in form and does not enhance the setting of the adjoining listed building or the conservation area.
- 11.23 The vacant land is bound on Queens Head Street by a high brick wall and hoarding gates. Behind, the boarded up windows of 162 Packington Street are visible and its appearance does little to enhance the setting of the listed public house or the adjacent row of locally listed terraced houses.
- 11.24 The proposal seeks to refurbish the historic façade of 162 Packington Street to reveal its former ornate detailing. The windows would be replaced with timber sash windows to match the original, the façade painted and railings repaired. The roof extension would replicate the style of the existing roof, with glazing to the north east and south west elevations, a tiled pitched roof and a central band of conservation rooflights. It would conform to the proportions of the original building and, whilst visible looking south along Essex Road towards the development site, would remain in keeping with the scale of the two buildings it adjoins, being lower than the parapets of 160 Packington Street the listed

Queens Head public house. In this way, it would retain the original roofline pattern and remains subordinate in views of the group and as such would not be obtrusive. It would not be visible from public views to the rear on Queens Head Street, as it would be screened by the development on the vacant land.

- 11.25 At 160 Packington Street, the carriage arch and cobbled crossover would be retained and bollards (as opposed to residential style railings) used to demarcate the defensible space to the proposed ground floor and basement residential unit, to reflect and remain true to the buildings original commercial use. The proposed glazed window on the front elevation would be recessed to ensure the original 'arch' could still be read. It would appear more visually attractive than the existing roller shutters.
- 11.26 To the roof of 160 Packington Street, six rooflights are proposed which would front Packington Street and six to the rear facing Queens Head Street. The front of the roof is not currently, and would not with the development in place, be publically visible by reason of the shallow angle of the roof and the height of the building. On Queens Head Street, there are currently glimpsed public views of the rear roofline, but these views would be screened by the new office building with the development in place. The proposed rooflights would, as such, cause no harm to the character of the building or the conservation area.
- 11.27 In terms of the refurbishment to the exterior of 46 Essex Road, the height of the ground floor windows would be increased to provide a more open appearance and to separate the ground floor visually from the upper floors. The first floor windows would also be enlarged to add definition to the elevations and grey render would be replace the existing cracked white render on the upper floors of the return Packington Street elevation, which would match the colour of the render on 162 Packington Street. The proposed rooftop plant enclosure, given that it would be set back significantly from the parapet line of the building and given its limited height, would not be visible from street level immediately adjacent to the development and would have limited impact from long views along Essex Road. A condition requiring the submission of details of the plant and the enclosure is recommended, to ensure that this impact remains acceptable prior to implementation.
- 11.28 To Queens Head Street, the scheme proposes a 3 storey, plus basement, building, although it would appear as a 2 storey building, being the same height as the adjacent residential terrace. The size and scale of the building in relation to the adjacent locally listed properties and statutorily listed public house is appropriate and not out of keeping in this urban context. The façade of the building would be higher than the adjoining 84 Queens Head Street, to the degree that each property is higher than the next, on account of the slope to the street. The building would obscure views of the rear of the adjacent listed public house from Queens Head Street, however the rear elevation of the public house does not contribute particularly to its' significance, including a large duct on the rear wall. The proposed building would improve views into the site from Queens Head Street and the setting of the public house.
- 11.29 The design of the building has been amended to address Design Review Panel and Design and Conservation officer concerns and now appears less

residential, reflecting its primary use as an office building whilst complimenting (in terms of materials and height) the locally listed properties adjoining the site. The commercial appearance of the building does not in itself harm the street scene or the character of the conservation area and was encouraged by the Design Review Panel. The building has a vertical emphasis in keeping with the Packington Street elevation and, although it would be 3 storeys above ground, when viewed from Queens Head Street it has a defined ground and first floor, to match the vertical hierarchy of the terraced houses. The internal third floor level is visible behind the façade, but it is not considered that this element of the proposal would create a building that is unacceptable in appearance. Railings would define the boundary of the site with Queens Head Street and the building would follow the building line set by the existing adjoining residential properties.

- 11.30 Concern was raised by neighbouring occupiers with regards to the principle of building on the entire open land, in that it would be contrary to the historic pattern of development on the site. It is the case that the site originally contained a row of terraced houses which matched the rear building line of the other properties on the north side of Queens Head Street. However, that there is no historic precedent for development across the whole of the vacant site does not in itself render the proposal unacceptable. The link element would not be highly visible from public views of the site and would not harm the character of the conservation area in that respect. It should also be noted that its presence allows optimum use of the site and employment land.
- 11.31 Concern was raised by neighbouring occupiers on the north side of Queens Head Street with regards to the condition of the flank wall of the office link element over time, in terms of the need to maintain the proposed planting and cleaning of the brickwork. Whilst it is not in the control of the planning authority to require cleaning of brickwork, it is recommended that a condition be placed on the consent to ensure the maintenance of the planting, for both the purposes of appearance and water attenuation management.
- 11.32 Overall it is not considered that the proposals would cause harm to the designated heritage assets. Rather, the refurbishment of the historic Packington Street façade would greatly enhance the appearance of the street scene, as would the improvements to the elevations of 46 Essex Road. The new building on Queens Head Street is modest and understated in design and does not attempt to compete with the surrounding listed and locally listed buildings and the poor appearance of this boundary would be enhanced. Conditions on the consent would secure details and samples of brickwork, window treatment, railings and other exterior detailing to ensure a high quality resulting appearance.

#### **Standard of residential accommodation**

- 11.33 One additional self-contained residential unit is proposed. DM3.4A is relevant in this regard. It requires that new residential accommodation be designed with due consideration to aspect, outlook, noise, ventilation, privacy and light.

- 11.34 The proposed dwelling would be arranged over 2 floors- upper ground floor and basement. The basement would comprise a bedroom and a bathroom and would receive light via a high level window. Whilst this floor of the unit is not dual aspect, the ground floor of the unit has front and rear windows to provide light and ventilation and an external rear terrace area. In addition, both the basement and ground floor of the unit would have defensible space of 2m in depth in front of the window, in compliance with policy DM3.5F. In terms of noise, the council's Public Protection officer has recommended that a condition be placed on the consent requiring the submission of details of sound insulation between the proposed office and the residential units, to protect the amenities of the occupiers.
- 11.35 The internal floor area of the unit would exceed the minimum space standards set out in table 3.2 of the Development Management policies. Development Management Policy DM3.4C states that habitable rooms are required to have a minimum floor to ceiling height of 2.6m, although in residential conversions, a lower ceiling height may be acceptable where it can be demonstrated that overall a good standard of daylight, ventilation and usable floorspace can be provided. The basement floor to ceiling height would be 2.3m. Although less than policy required, this is a residential conversion and the unit overall would provide a good standard of daylight and ventilation.
- 11.36 Overall it is considered that the unit would provide good quality accommodation.

### **Neighbouring amenity**

- 11.37 DM policy 2.1Ax) states that developments are required to provide a good level of amenity to neighbouring occupiers, including consideration of noise and the impact of disturbance, hours of operation, overlooking, privacy, direct sunlight and daylight, over dominance, sense of enclosure and outlook.

### **Light and overshadowing**

- 11.38 Para 2.13 of the Development Management Policies states that the Building Research Establishment (BRE) provides guidance on site layout planning to achieve good sunlighting and daylighting (*Site Layout Planning for Daylight and Sunlight: a guide to good practice*). This is the accepted nationally recognised guidance to safeguard sunlight and daylight to habitable rooms within neighbouring properties.
- 11.39 The BRE guidelines require that initial 'tests' are carried out on neighbouring habitable windows to establish, based on the proximity of those windows to a development and their relationship with that development, whether further testing is required. Where further testing is required, these are as follows:
- 11.40 For assessment of daylight, the BRE guidelines state there are two standardised tests. The first method involves measuring the vertical sky component (VSC) for each window. The BRE guidelines stipulate that the occupants of the existing building will notice the reduction in the amount of skylight if:



*'the VSC of a window, should the development take place, is both less than 27% and less than 0.8 times its former value.,*

- 11.41 The second method involves measuring the daylight distribution (DD) of each room by assessing the impact on the position of the No Sky Line measured on the working plane (0.85m from floor level). The BRE guidelines stipulate that the occupants would notice an increase in the area of the room that does not receive direct skylight if:

*'if the area of working plane in a room which can receive direct skylight is reduced to less than 0.8 times its former value'*

- 11.42 For the assessment of sunlight, the BRE guidance states that when designing a new development, care should be taken to safeguard access to sunlight for existing dwellings, the guidelines confirm that windows that are not orientated facing within 90 degrees of due south do not warrant assessment. The guidelines stipulate that for those windows that do warrant assessment, sunlighting of the existing dwelling may be adversely affected if:

*In 1 year the centre point of the window receives less than 25% of annual probable sunlight hours (APSH), including less than 5% of Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March and less than 0.8 times its former value.*

- 11.43 Where the guideline values for reduction to existing levels of daylighting and sunlighting are exceeded, then sunlighting and/or daylighting may be adversely affected. However, it is necessary to note that the document advises that the guidance values should not be seen as an instrument of planning policy, but rather should be interpreted flexibly, as natural lighting is only one of many factors to be considered when assessing a proposed development.

- 11.44 A Daylight and Sunlight Report was provided as part of the the application submission. The report was carried out in accordance with the guidance and methodology set out in the BRE Site Layout Planning for Daylight and Sunlight 2011 publication. All aspects of the new development were modelled in order to determine the impact on the neighbouring properties, including the office 'link' element and the roof extension to 162 Packington Street. In so doing, the report states, following initial tests, there were a number of nearby properties which required further testing. These were:

- 84 to 78 (even) Queens Head Street
- 10- 18 Raleigh Mews
- 19- 27 Raleigh Mews
- 29- 45 Raleigh Mews

- 11.45 It should be noted that the submitted Daylight/ Sunlight report states, in respect to calculating Daylight Distribution, that reasonable assumptions were made in respect of the layout and dimensions of neighbouring properties. The BRE

guidance advises that the Daylight Distribution can be found 'where room layouts are known'.

- 11.46 84 Queens Head Street is the closest neighbour to the development and concern has been raised with regards to the impact on daylight and sunlight to this property. The below is an assessment of the impact on this property.
- 11.47 There are habitable windows at the rear of the property that face north east. These are a kitchen/ living room window at basement level (W3/40), a living room window at upper ground floor level (W1/41) and a bedroom window at first floor (W1/42). There is also a basement level window that faces south east and a bedroom at basement level that faces south west.
- 11.48 Concern was raised by the occupier of the property that the impact on light to the south westerly facing basement bedroom had not been properly considered. This room was not overlooking either by officers or within the applicants Daylight/ Sunlight Report. This rear bedroom window, being that it has no direct outlook onto the development, did not require testing and there would, as such, be no undue loss of daylight or sunlight to this window.
- 11.49 Daylight: The three habitable room windows that face north east require testing for daylight. The loss of VSC compared to the current light levels for each tested window are set out in the table below. As can be seen, no loss would be greater than 20%.

Window	Room	Loss of VSC
W3/40	R1/40	10.88%
W1/41	R1/41	17.84%
W1/42	R1/42	9.94%

- 11.50 Where loss of VSC would be less than 20%, the BRE guidelines indicate that the occupiers would be unlikely to notice a reduction in daylight. In this regard the proposal is acceptable.
- 11.51 Daylight Distribution tests were carried out on the habitable rooms and all passed, with the exception of the upper ground floor living room (R1/41) which, according to the report, would experience a 37.61% reduction in the area that would receive direct skylight. Given that this room receives daylight from a south facing window also, it is the case that although the north east facing window would be obstructed, the south facing window would not and the room would as such remain well lit.
- 11.52 Sunlight: One basement window (W1/30) was tested by virtue of its south easterly orientation. The result showed that there would be no change in the amount of sunlight the window would receive with the development in place.

- 11.53 82, 80 and 78 Queens Head Street adjoin 84 Queens Head Street to the south east.
- 11.54 Daylight: There are a number of north east facing habitable room windows for which testing for daylight was required.
- 11.55 All of the habitable room windows tested would, with the development in place, have a VSC that would not be less than 0.8 times its former value. Daylight Distribution tests on the rooms were also carried out and all rooms passed, with the exception of the upper ground floor room (R1/61) which, according to the report, would experience a 26% reduction in the area of the room that would receive direct skylight. Therefore, whilst slightly greater than 20% loss of daylight would be experienced by this room - which would be noticeable according to BRE, the loss at 26% would be noticeable and cause a small degree of harm, but not such a level of harm as to warrant a refusal of the application. Particularly given the sensitivity of this test should the room sizes or dimensions be different to those assumed by the applicants' consultant.
- 11.56 Sunlight: A number of windows were tested by virtue of their south easterly orientation. The results show that there would be no change in the amount of sunlight the windows would receive with the development in place. The proposal is acceptable in this regard.
- 11.57 10- 18 Raleigh Mews lies opposite the Queens Head public house, within the alley way between Queens Head Street and Essex Road.
- 11.58 Daylight: All of the habitable room windows tested would, with the development in place, have a VSC that would not be less than 0.8 times its former value.
- 11.59 Sunlight: Each of the three habitable room windows tested would, with the development in place, receive annual probable sunlight hours that would not be less than 0.8 times its former value. The proposal is acceptable in this regard.
- 11.60 19- 27 Raleigh Mews faces the proposed development on the opposite side of Queens Head Street. Concern has been raised with regards to the impact of the development on light to the occupiers of these flats.
- 11.61 Daylight: The applicants Daylight/ Sunlight report indicates that one ground floor window (W6/110) and one first floor window (R6/111) would see a reduction in existing VSC, with the development in place, of more than 20%. However, these windows are located below projecting balconies. Where this is the case, the BRE guidance suggests that the test is rerun, without the balconies in place, so the cause in the reduction in VSC can be established. This was carried out and the VSC results without the balconies in place would

result in a 6.79% and 2.26% loss respectively, which demonstrates that the loss is attributed to the balcony.

- 11.62 Sunlight: Given that no part of the proposed development would be within 90 degrees of due south of any window at 19- 27 Raleigh Mews, no further tests were required. The development would not impact on sunlight to these properties.
- 11.63 29- 35 Raleigh Mews lies on the south side of Queens Head Street, not directly facing but at an angle to the proposed development.
- 11.64 Daylight: All of the habitable room windows tested would, with the development in place, have a VSC that would not be less than 0.8 times its former value.
- 11.65 Sunlight: Given that no part of the proposed development would be within 90 degrees of due south of any window at 19- 27 Raleigh Mews, no further tests were required. The development would not impact on sunlight to these properties.

### **Overshadowing**

- 11.66 For assessment of overshadowing of existing garden areas, the BRE guidelines recommend that an outdoor amenity area should be capable of receiving more than 2 hours of sunlight, over more than 50% of its area, on 21<sup>st</sup> March, in order to achieve a good level of sunlight. If, as a result of the development, the amount of garden that receives 2 hours sunlight is less than 50% and the reduction is greater than 20%, then this will be noticeable to the occupants.
- 11.67 A total of 84% of the rear terrace at upper ground floor level of number 84 Queens Head Street currently enjoys more than 2 hours of sunlight. With the development in place, the figure would be 80%, which complies with BRE guidelines. No part of any other external amenity areas at 82, 80 and 78 Queens Head Street tested received more than 2 hours sunlight as existing or with the development in place. These results indicate that loss of daylight to the amenity spaces of the properties tested would not be noticeable to the occupiers. The proposal is acceptable in this regard.
- 11.68 DM2.1 Axi requires that development does not unduly prejudice the satisfactory... operation of adjoining land'. Para 2.16 qualifies the term "unduly prejudice the satisfactory operation of adjoining land", stating that 'considerations can include a range of negative impacts on amenity, such as impacts on renewable or low carbon energy supply, i.e. by detrimentally overshadowing solar panels.'
- 11.69 There are solar panels on the north western corner of the roof of number 84 Queens Head Street. All parts of the area upon which the solar panels sit

receive and would receive with the development in place, more than 2 hours sunlight. Therefore, whilst there is no 'standard' test to measure the impact of developments on solar panels, either within the BRE guidance or otherwise, it can only be reasonable to assume, given this result, that the development would not detrimentally overshadow the solar panels.

### **Sense of enclosure, outlook and privacy**

- 11.70 Concern has been raised by occupiers of the properties on the north side of Queens Head Street with regards to loss of outlook and an increased sense of enclosure from their rear windows and rear terraces as a result of the office link element and the roof extension to 162 Packington Street. The following paragraphs assess the development on these grounds.
- 11.71 The proposed office link element would sit adjacent to the rear outdoor terrace of 84 Queens Head Street. This is the closest property to the development site. Currently, the outlook from the rear windows and the rear terrace of this property is of a vacant site to the west with the rear of the Queens Head public house behind and 162 Packington Street to the north.
- 11.72 As proposed, the flank wall of the office link element would be visible above the properties' rear terrace, to a height of 6m (2 storeys) above terrace level. This flank wall would be stepped however, so at single storey height above the terrace it would be a minimum of 2.7m away from the terrace and at two storey height by a minimum of 3.4m, to provide greater relief where the building is higher. This would allow a person standing on the terrace to have an unobstructed view towards the development at an angle of 45 degrees.
- 11.73 The proximity of this flank wall to the terrace was greater as originally submitted, and has been set back a further 1.7m during the course of the application, to ensure an acceptable impact on the residential amenities of the occupiers of this property. The drawings below show the relationship of the building with the terrace at 84 Queens Head Street, as originally submitted and as proposed



Original submission



Amended, current scheme

- 11.74 In addition, the flank wall would angle away from the balcony to the north so that at the point where the building meets 162 Packington Street, it would be a further 0.8m from the neighbouring terrace. As can be seen from the image above, the proposed flank wall would be constructed of a white, glazed brick with planters at first and second floor levels to soften the elevation with biodiverse greening.
- 11.75 It is relevant to note that in terms of outlook from the rear windows of 84 Queens Head Street, the two windows closest to the boundary with the development site are non-habitable. It should also be noted that whilst the proposed office link element would extend past the rear building line of the property to the west, to the east the entire row of terraces conform to a single boundary line. Outlook to the east would not change and there would as such be no 'tunnel effect' experienced by the occupiers.
- 11.76 The proposed rooftop extension to 162 Packington Street would be 1.2m higher than the height of the existing roof. The parapet height of the building would not change, remaining lower than the eaves height of the Queens Head Street properties. The roof extension would be set back from the parapet by 0.5m, would be lightweight in appearance and would be primarily glazed when viewed from the rear windows and rear amenity areas of the properties on the north side of Queens Head Street. It would not dominate the outlook from the windows of these properties nor would it contribute towards any undue additional sense of enclosure to the occupiers.
- 11.77 In conclusion, it is the case that outlook for the occupiers of this property and the other properties on the north side of Queens Head Street will change with the development in place. It is not considered, however, that the change would be unacceptable. Given the distance of the office link element to the boundary with 84 Queens Head Street (as amended) and the lightweight nature of the rooftop extension to 162 Packington Street, that the development would not appear unduly dominant, nor would it cause an undue sense of enclosure or loss of outlook when viewed from the rear windows or the terrace of this or any other property on the north side of Queens Head Street.
- 11.78 Concern has been raised with regards to the level of privacy the development would afford the properties on the north side of Queens Head Street. There would be windows, as proposed, on the flank walls of the proposed office link element facing the rear terrace at 84 Queens Head Street, horizontal roof lights adjacent to the shared boundary, reinstated windows in the south western elevation of 162 Packington Street and glazing within the rooftop extension which would face the rear gardens of 84 and 82 Queens Head Street. It is recommended, by condition, that all these windows be obscure glazed and non opening, to protect the privacy of the occupiers of these properties. A condition is recommended requiring that the proposed sections of flat roof

adjacent to the boundary with 84 Queens Head to be used for maintenance purposes only, to protect the amenities of the occupiers.

- 11.79 The outlook from the windows of properties at 19- 27 Raleigh Mews, facing the open site, would also change as a result of the development, but not unduly. Currently, outlook from these facing windows is onto a high wall and a vacant site, with 162 Packington Street behind. The proposed office would be 0.4m higher than the terraced property it adjoins, conforming to the change in road levels and consequential rise in building heights. Outlook for 19- 27 Raleigh Mews would, as such, be similar to the outlook experienced by occupiers within the Raleigh Mews flats further along Queens Head Street, both in terms of the height of the facing building and the fact that the development would be separated from 19- 27 Raleigh Mews by the highway itself. There would be no undue loss of outlook or sense of enclosure to these properties as a result of the development.

### **Noise and disturbance**

- 11.80 Refuse collection for the office development would take place once a week using the turning circle at the end of Queens Head Street, as was the case when the buildings on the site were previously occupied. This is also the same way all refuse collection currently takes place for this street. All other servicing for the office development, including the affordable workspace, would be carried out using an existing loading bay on Essex Road, not on either of the residential Packington Street nor Queens Head Street. It is not considered that there would be any undue increase in vehicular activity on Queens Head Street as a result of the development. A condition requiring the submission of details of servicing to be submitted once an end user/s is in place is recommended, to ensure that servicing relating to the occupation of the units does not unduly impact on neighbouring residential amenity.
- 11.81 There is an entrance to the office building on Queens Head Street, which would be used by the occupants of the affordable workspace unit. This unit is 85sqm and would employ approximately 10 people. There is also basement level entry on Queens Head Street for cyclists. It is not considered that the level of pedestrian activity that these arrangements would generate would give rise to any discernable increase in the level of noise, disturbance, litter or antisocial behaviour for local residents. In addition, any increased pedestrian movements would be restricted to office hours only.
- 11.82 In terms of the construction phase of the development, it is recommended that a Construction and Environmental Management Plan be submitted prior to commencement which would deal with working hours, haul routes and measures to minimise noise and disruption to neighbouring residents. It would be required that this plan be approved by the planning authority prior to any works on site and implemented as per the details within the Plan.
- 11.83 Overall it is not considered that the proposal would lead to any undue noise and disturbance for the neighbouring occupiers.

## **Inclusive Design**

- 11.84 Core Strategy policy CS9 states that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. The Development Management Policies document mirrors and expands upon these aims. Policy DM2.2 requires all that all developments demonstrate ease, versatility and legibility of use and bring together the design and management from the outset and over its lifetime. Policy DM3.4Aiv) requires that new housing developments are accessible and adaptable to meet the changing occupier circumstances. The councils Inclusive Design SPD details specific standards for inclusivity of residential and non-residential buildings.
- 11.85 In terms of the office accommodation, the main Essex Road entrance would have level access and the entrance door would have a clear opening of 1000mm. A passenger lift would provide step free access to all levels and mobility scooter storage and charging point would be located close to the lift core.
- 11.86 In terms of fire evacuation, the building would be treated as a single compartment with two protected staircases and a refuge area in each.
- 11.87 Accessible WC and shower facilities are provided throughout the building, in all areas where there is sanitary provision. The accessible ground floor WC is sited close to the reception. At second floor level, accessible WC users must use a lift which, although not ideal, is a consequence of the historic floor plate and considered acceptable in this instance. The terrace at second floor level is accessible via a ramp.
- 11.88 The affordable workspace unit would have level access to the Queens Head Street entrance and a platform lift would provide step free access to workspace level. There would be an accessible WC at workspace level.
- 11.89 In summary, it has been demonstrated that the office space would provide ease, versatility and legibility of use, in compliance with council policy and the Inclusive Design SPD. Conditions are recommended to secure accessible WC's, step free office access and lift provision.
- 11.90 In terms of the residential accommodation, the existing two flats are accessed via steps from Packington Street and the proposed new unit would be accessed in the same way. The new unit would, as such, be neither visitable or adaptable.
- 11.91 It must be considered that this is an historic building. Provision of step free access would involve removal of the existing steps and the historic cobbles adjacent to listed and locally listed buildings, which would be detrimental in conservation terms. In addition, this is a scheme that proposes the creation of only one additional unit. Given the constraints of the existing building, the conservation character of the area and the small size of the residential element of the scheme, noncompliance is in this case accepted.



## **Energy and sustainable design**

- 11.92 Islington's Core Strategy policy CS10 (Sustainable design) part A requires that all development proposals demonstrate that they have minimised onsite carbon dioxide emissions by maximising energy efficiency, supplying energy efficiently and using onsite renewable energy generation. Developments should achieve a total (regulated and unregulated) CO<sub>2</sub> emissions reduction of 30% relative to total emissions from a building which complies with Building Regulations 2010, where connection to a Decentralised Energy Network (DEN) is not possible, such as is the case with the application site. Typically all remaining CO<sub>2</sub> emissions should be offset (down to zero carbon) through a financial contribution towards measures which reduce CO<sub>2</sub> emissions from the existing building stock.
- 11.93 The proposal would achieve 18% reduction in total CO<sub>2</sub> emissions in comparison with a building which complies with 2010 Building Regulations. This is not in line with council policy, however, it should be noted that the headline figure has been achieved in comparison with the 'new build' Building Regulation baseline figure. The majority of this development comprises refurbishment of existing buildings and para 2.0.7 of the Environmental Design SPD is relevant in this respect. It states that 'it is accepted that some schemes, particularly refurbishment schemes, may struggle to reach the relevant target. In such instances the onus will be on the applicant to demonstrate that CO<sub>2</sub> emissions have been minimised as far as reasonably possible.'
- 11.94 It is accepted that the scheme has reduced onsite CO<sub>2</sub> emissions to the extent that it is reasonably possible to do so and the headline figure is accepted. The following paragraphs outline each measure in more detail.

### **Energy efficiency of the building**

- 11.95 The council's Environmental Design SPD outlines fabric efficiency standards in terms of air tightness and insulation. 'U values' are a measure of heat loss from a building and a low value indicates good insulation. The U values proposed meet the required standard. The air tightness of the proposed building and the U values are accepted.
- 11.96 Lighting within the commercial offices would have intelligent controls, with each light fitting capable of being individually controlled. Presence detection and daylight dimming will be provided to the offices and perimeter lighting will be separately controlled to lighting in the centre of the office footprint, in compliance with the councils Environmental Design SPD.

### **Supplying efficiently**

- 11.97 Supplying energy efficiently includes the use of low carbon heating and cooling technologies and reducing the need for cooling through passive design.

- 11.98 DM7.3A requires all developments to be designed to be able to connect to a decentralised energy network (DEN) if/ when such a network becomes available. Specific design standards are set out in the councils Environmental Design SPD. The proposed Air Source Heat Pump (ASHP) heating system would not provide a single external point of connection and therefore would not be compatible with delivering heat and hot water from a DEN in the future. The applicant has justified this position and provided calculations which indicate that use of ASHP would, from day one, produce carbon emissions which were far less than using a local gas fired solution. This approach is, in this instance, supported by the councils Energy Officer.
- 11.99 DM7.3B and C state that where there is an existing or future DEN within 500m of the site, the development should connect. There is no available local DEN network to link up to within 500m of the site at present.
- 11.100 DM7.3D states that where there is no existing or proposed future DEN within 500m of the site, where possible developments should connect to a shared heating network, unless not reasonably possible. No shared heat network (SHN) is proposed and the council is satisfied that there are no current buildings or pending developments which could provide an opportunity for importing or exporting low carbon heating to the proposed development at this time.

### **Renewable energy**

- 11.101 The applicants Energy Statement considers a number of renewable energy technologies and assesses their appropriateness for use in the development. All were discounted because they were either not viable or not suitable. These conclusions were supported by the councils Energy Officer.

### **Overheating and cooling**

- 11.102 DM7.5A requires developments to demonstrate that the proposed design has maximised passive design measures to control heat gain and deliver passive cooling, in order to avoid increased vulnerability against rising temperatures whilst minimising energy intensive cooling. Part B of the policy supports this approach, stating that the use of mechanical cooling shall not be supported unless evidence is provided to demonstrate that passive design measures cannot deliver sufficient heat control. The applicants Energy Strategy demonstrates that the risk of overheating has been minimised in accordance with this policy. Mechanical cooling through the ASHP system is to be used, but only where dictated by operational needs. This is required because the constraints of the existing building prevent the optimisation of building orientation, fenestration, and fabric performance, all of which could otherwise contribute to reducing heat gains.
- 11.103 Part C of the policy requires applicants to demonstrate that overheating has been effectively addressed by meeting standards in the latest CIBSE (Chartered Institute of Building Service Engineers) guidance. The thermal modelling submitted addresses this issue to the satisfaction of the councils Energy team.

## **Offsetting**

11.104 Developments are required to offset all remaining CO<sub>2</sub> emissions through a financial contribution towards measures which reduce CO<sub>2</sub> emissions from the existing building stock. The contribution relating to this scheme is £63,480,00. This is reflected in the heads of terms related to this report and agreed by the applicant.

## **Unregulated emissions**

11.105 Policy CS10G requires all developments to be designed and managed to promote sustainability through their ongoing operation, for example through measures which raise awareness about environmental issues and support sustainable lifestyles, and to be adaptable to changing needs and circumstances over their lifetime.

11.106 In recognition of this, policy DM7.1E requires the submission of a Green Performance Plan (GPP), to help to close the gap between design expectations and delivered performance. A full GPP would be required within 6 months of occupation and would be secured through inclusion of a clause within the 106 agreement. The submitted draft GPP is acceptable.

## **BREEAM**

11.107 CS10B requires the development to achieve a target level relating to the relevant BREEAM schemes. Policy DM7.4C requires major developments consisting of conversions to form flats, to achieve EcoHomes Excellent. Policy DM7.4D requires non-residential developments to achieve Excellent under the relevant scheme. The commitment to achieve excellent under both schemes is supported and secured by condition.

11.108 DM7.4G requires non residential developments to achieve all credits for water efficiency in the relevant BREEAM scheme. Where it is demonstrated that this is not reasonably possible, developments are required to achieve at least two credits for water efficiency in the relevant BREEAM scheme. Two credits for water efficiency are targeted. Water efficiency has been maximised within the development through the use of water efficient fixtures and fittings. Rainwater harvesting, given the size of the development and the constraints of the historic building, is considered not to be feasible in this instance.

11.109 Policy CS10 part C requires residential schemes to achieve a water efficiency target of 95 litres/ person/ day or less. This has been demonstrated and is supported.

11.110 DM7.4E requires 50% of credits on materials, at least 1 credit on responsible resourcing and 50% of credits on construction waste management. All required credits are targeted, which is strongly supported and conditioned.

## **SUDS/ Flood Risk**

- 11.111 In compliance with policy DM6.6, major applications that are likely to result in an intensification of water use are required to reduce the quantity and improve the quality of water runoff, through demonstration that sustainable urban drainage systems (SUD) have been incorporated into the scheme. Schemes must be designed to reduce flows to greenfield run off rate, where feasible, or as much as possible, through maximisation of on site storage of water and the design must follow the SUDs management train, to maximise source control and provide the relevant number of treatment stages.
- 11.112 The site is not within a flood risk zone and there would be no increase in impermeable areas. Given the constraints of the site and the fact that it is primarily a refurbishment, it is only reasonable to expect that there would, as a result of the development, be no increase in surface water run off. A green roof would be sited on the new build element of the proposal, in the only place where it is possible to do so. This would provide some water attenuation and a slight improvement in the quality and quantity of surface water run off. This approach has been deemed acceptable by the councils Sustainability officer in this instance. The maintenance and quality of the green roof would be required by condition.

#### **Trees, landscaping and biodiversity**

- 11.113 In accordance with Development Management policy DM6.5 (Landscaping, trees and biodiversity), all developments must protect, contribute to enhance the landscape, biodiversity value and growing conditions of the development site. Parts C and D of the policy requires the maximum provision of green roofs and that the green roof be of high enough quality to maximise the benefits for biodiversity.
- 11.114 The site is currently entirely impermeable and as proposed there would be no areas of surface level soft landscaping. The proposal would provide a green roof on the new build element of the scheme, the quality which would be ensured by condition.

#### **Highways and transportation**

- 11.115 The Development Management Policies requires the submission of detailed information with regards to servicing, proposed trip generation, methods of travel and the promotion of sustainable transport methods in order to assess and reduce the impact of developments on the surrounding road network.
- 11.116 Policy DM8.1 states that the design of developments, including building design and internal layout, site layout, public realm and the provision of transport infrastructure is required to prioritise the transport needs of pedestrians, public transport users and cyclists above those of the motor vehicle.

#### **Vehicular access, parking and drop off arrangements**

- 11.117 CS10H requires car free development. The development would be entirely car free and this is supported. The rights of residents of the new residential unit to

obtain on- street permits would be removed via a clause in the S106 agreement.

### **Servicing and deliveries**

11.118 Policy DM8.6 requires that provision for delivery and servicing should be provided off street. On street servicing will only be allowed where it has been demonstrated that:

- It would not be possible to provide servicing on site, due to issues such as highways safety and design and conservation; and
- Where on street servicing can operate effectively without undue impacts on highways safety, capacity or congestion.

11.119 It is not proposed to service the development on site. The existing site includes the external yard fronting Queens Head Street, which has previously been used to service Merchants Hall. However, Queens Head Street is a residential cul-de-sac with a small turning circle adjacent to the yard. The yard itself has limited space for vehicles to manoeuvre, turn around and exit in forward gear. Additional, developing the yard would help to ensure that the optimum use of the site is secured. Without developing the yard, there would be limited ability to provide affordable workspace. It is accepted that for reasons of highways safety and landuse, on street servicing in this instance in principle acceptable.

11.120 Turning then to the operational safety of the proposed delivery arrangements, it is proposed that all servicing for the main and affordable office units, with the exception of refuse collection, would be carried out using the existing designated delivery bay opposite the site on Essex Road. It is not considered that, given the relatively low number of deliveries associated with the office use, this would give rise to any highways safety impacts. The councils Traffic Management team support the approach.

11.121 Concern has been raised by a neighbouring occupier with regards to hours of delivery. The applicant is required, in line with Development Management policy DM8.6 Bii, to submit details of the proposed Delivery/ Servicing Plan, including hours, frequency, location, size of vehicles in order to assess the impact of the development on surrounding roads. It is recommended that a condition requiring details of servicing and delivery details be submitted by condition, once an end user is in place and prior to commencement of operations, to ensure there is no undue impact on capacity or safety.

11.122 Refuse collection for the office development would take place on Queens Head Street. The proposals include a small extension to the pavement on Queens Head Street. A tracking drawing has been submitted which indicates that this would not impact on the ability of the refuse vehicle to turn and the proposed arrangement are considered acceptable.

11.123 Residential refuse arrangements would be as per the arrangements for the existing two residential units within the building, where waste is stored internally until bin collection days.

### **Cycle access and parking**

- 11.124 Policy DM8.4 requires major developments to provide cycle parking in accordance with the minimum standards and for the facilities to be secure, conveniently located, adequately lit, step free and accessible.
- 11.125 The number of cycle spaces provided or the office use complies with council standards and would include the provision of one accessible parking space. The store, to be located in the basement of the new Queens Head Street building, would be conveniently located and secure as required by policy DM8.4. Access to the bike store would be via steps to the basement on Queens Head Street or through the main entrance of the building on Essex Road, where access would be step free. It is recommended that a condition requiring details of the internal layout of the cycle store be required by condition.

### **Construction management**

- 11.126 A draft Construction Management Plan was submitted with the application. Little detail was provided with regards to haulage routes, vehicle numbers and vehicle types. It is recommended that a full Construction Management Plan be submitted prior to the commencement of any works on site, to ensure there would be no undue amenity impacts on residents nor on the road network during demolition and construction. A contribution towards construction monitoring of £2, 190 and compliance with the Code of Construction Practice would be secured as part of the 106 agreement.

### **Travel plan**

- 11.127 The applicant submitted, in compliance with policy DM8.2B, a template local level Travel Plan. Travel Plans support car-free and other related policies such as the provision of on site cycle parking provision.
- 11.128 The submission of a full Travel Plan would be required through a clause on the 106 agreement, to ensure the implementation of sustainable travel methods wherever possible.

### **Conclusion**

- 11.129 The arrangements would, overall, have an acceptable impact on local roads and would not compromise safety or traffic flow. Cycle provision meets expected standards and the travel plan would promote sustainable methods of transport. The Construction Management Plan, recommended by condition, would ensure the free flow of the road network during construction.

### **Planning Obligations, Community Infrastructure Levy and local finance considerations**

- 11.130 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 are (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development.

11.131 The proposed development generates a requirement for contributions towards CO2 offsetting, future provision of four additional wheelchair accessible parking bays, affordable housing and highways works.

11.132 The 106 agreement would include the following agreed heads of terms:

- Contribution of £63,480.00 towards offsetting projected residual CO<sub>2</sub> emissions of the development.
- The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant / developer and the work to be carried out by LBI Highways. Existing condition surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation of 1 work placement during the construction phase of the development, lasting a minimum of 13 weeks. LBI Construction Works Team to recruit for and monitor placements. Developer / contractor to pay wages that at least meet the London Living Wage. A fee of £2, 500 to be paid for each placement not provided.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2, 450 and including submission of a site-specific response document to the Code of Construction Practice for the approval of LBI Public Protection. This shall be submitted prior to any works commencing on site.
- Submission of a final post occupation Green Performance Plan to the Local Planning Authority following an agreed monitoring period.
- Contribution of £8000 towards the provision of 4 accessible parking bays.
- Payment of council's fees in preparing and monitoring the 106 Agreement letter.
- Removal of residents rights to obtain on street parking permits, for the proposed unit only.
- Contribution of £50,000 towards affordable housing provision elsewhere in the borough.
- Contribution of £3,000 towards the extension to the pavement on Queens Head Street, in order to facilitate pedestrian access into the

new building. Please note the amount is indicative, subject to current prices and will need to be re-evaluated at time of instruction.

- Submission of a draft Travel Plan for approval prior to first occupation of the new office and submission of a full travel plan 6 months after commencement as an office.
- Payment towards employment and training for local residents of a commuted sum of £20,216
- 

#### Community Infrastructure Levy (CIL)

11.133 Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's Community Infrastructure Levy (CIL) and Islington CIL are chargeable against developments on grant of planning permission. The CIL comprise contributions calculated in accordance with the Mayor's and Islington's adopted Community Infrastructure Levy Charging Schedules.

## **12. SUMMARY AND CONCLUSION**

### **Summary**

- 12.1 The application site comprises of 160 and 162 Packington Street, 46 Essex Road and a piece of vacant land fronting Queens Head Street. The buildings contain vacant business floorspace, with a retail unit at ground floor fronting Essex Road and 2 residential flats on Packington Street.
- 12.2 162 Packington Street is locally listed and there are a number of locally listed terrace properties surrounding the development. The Queens public house at 44 Essex Road adjoining the site is statutorily listed and the site lies within the Duncan Terrace/ Colebrook Row conservation area.
- 12.3 The application proposes the refurbishment and change of use into office space of 162 Packington Street and 46 Essex Road, including the construction of a new roof extension to 162 Packington Street. Also, the addition of one residential unit at 160 Packington Street and the erection of a 3 storey plus basement office building, with internal link to the other buildings on the site, fronting Queens Head Street.
- 12.4 The main issues arising from the development are the impact of the development on the character and appearance of the conservation area and the setting of the surrounding listed and locally listed buildings and the impact of the development on the amenities of the neighbouring occupiers. The application has been considered with regard to the National Planning Policy Framework (NPPF) and its presumption in favour of sustainable development.
- 12.5 The Design and Conservation Officer considers that the development would enhance the character and appearance of the conservation area and the surrounding listed and locally listed buildings, by reason of the improvements to the façade of the existing buildings and the sensitive height, massing and



detailed design of the new building on Queens Head Street, including the roof extension to 162 Packington Street.

- 12.6 The proposal would have an acceptable impact on the residential amenities of the neighbouring occupiers, with recommended conditions to protect privacy and the visual appearance of the development, and would optimise the amount of business floorspace and affordable business floorspace on the site, in compliance with local land use policies. There would be no undue impacts on the safety of the highways network and the proposal would be sustainable, subject to conditions and to an appropriate Section 106 agreement, the Heads of Terms of which have been agreed with the applicant.
- 12.7 The proposal is recommended for approval, subject to conditions and to a legal agreement, the heads of terms of which have been agreed with the applicant.

### **Conclusion**

- 12.8 It is recommended that planning permission be granted subject to conditions and a s106 agreement and associated heads of terms, as set out in Appendix 1 - RECOMMENDATIONS.

## APPENDIX 1 – RECOMMENDATIONS

### RECOMMENDATION A

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

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

- Contribution of £63,480.00 towards offsetting projected residual CO<sub>2</sub> emissions of the development.
- The repair and re-instatement of the footways and highways adjoining the development, including the removal of redundant footway crossovers. The cost is to be confirmed by LBI Highways, paid for by the applicant / developer and the work to be carried out by LBI Highways. Existing condition surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation of 1 work placement during the construction phase of the development, lasting a minimum of 13 weeks. LBI Construction Works Team to recruit for and monitor placements. Developer / contractor to pay wages that at least meet the London Living Wage. A fee of £2, 500 to be paid for each placement not provided.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £2, 450 and including submission of a site-specific response document to the Code of Construction Practice for the approval of LBI Public Protection. This shall be submitted prior to any works commencing on site.
- Submission of a final post occupation Green Performance Plan to the Local Planning Authority following an agreed monitoring period.
- Contribution of £8000 towards the provision of 4 accessible parking bays.

- Payment of council's fees in preparing and monitoring the 106 Agreement letter.
- Removal of residents rights to obtain on street parking permits, for the proposed unit only.
- Contribution of £50,000 towards affordable housing provision elsewhere in the borough.
- Contribution of £3,000 towards the extension to the pavement on Queens Head Street, in order to facilitate pedestrian access into the new building. Please note the amount is indicative, subject to current prices and will need to be re-evaluated at time of instruction.
- Submission of a draft Travel Plan for approval prior to first occupation of the new office and submission of a full travel plan 6 months after commencement as an office.
- Payment towards employment and training for local residents of a commuted sum of £20,216

## RECOMMENDATION B

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

### List of Conditions:

1	<b>Commencement (Compliance)</b>
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	<b>Approved plans list (Compliance)</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Planning statement ref 14158/DG dated 5th March 2015  Design and Access Statement rev 002 dated June 2015  Heritage Statement  Transport Statement PCD-1113-TS-RP-01 rev 1 dated June 2015  Structural Survey  Summary of Community Engagement  Sustainable Design and Construction Statement  Energy Statement rev N3 dated 18/6/2015  Overheating Assessment Statement rev N1 dated 19/6/2015  BREEAM Pre- Assessment</p>

	<p>Daylight/ Sunlight Assessment Rev170615 dated June 2015  Health Impact Assessment  Economic Benefits Assessment  Ecology Survey  Online Construction and Site Waste Management Plan  Utilities Report  Historic Environment Assessment  Basement Construction Methodology  Ventilation Statement  Contaminated Land Assessment</p> <p>14- 070- P001, 14- 070- P099, 14- 070- P100, 14- 070- P101, 14- 070- P102, 14- 070- P103, 14- 070- P120, 14- 070- P121, 14- 070- P122, 14- 070- P130, 14- 070- P131, 14- 070- P132, 14- 070- P133, 14- 070- P134, 14- 070- P135, 14- 070- P136 revA, 14- 070- P199 revC, 14- 070- P200 revF, 14- 070- P201 revC, 14- 070- P202 revC, 14- 070- P203 revB, 14- 070- P400, 14- 070- P401, 14- 070- P402 revD, 14- 070- P500, 14- 070- P501 revC, 14- 070- P502 revB, 14- 070- P503, 14- 070- P504 revA, 14- 070- P505 revB, 14- 070- P506, PCD1113_AT-J02, PCD1113-AT-J01, PCD1113-AT-J02A and PCD1113-AT-J01A.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	<p><b>Materials and Samples (Details)</b></p> <p>CONDITION: Details including drawings at scale 1:20 and samples of all facing materials used in the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on the development. The details and samples shall include but not be limited to the following:</p> <ul style="list-style-type: none"> <li>a) Facing brickwork(s); sample panels of proposed brickwork to be used showing the colour, texture, bond, and pointing;</li> <li>b) Windows, including materials, profile, reveal depth (minimum 150mm)and detailing.</li> <li>c) Entrance doors</li> <li>d) any other materials to be used.</li> <li>e) A green procurement plan for sourcing the proposed materials.</li> </ul> <p>The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability, including through the use of low impact, sustainably-sourced, reused and recycled materials and the reuse of demolition waste</p> <p>The development shall be carried out strictly in accordance with the details and samples so approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	<p>REASON: In order to ensure that the resulting appearance and construction of the development is of an acceptably high standard, so as to preserve and enhance the character and appearance of the surrounding townscape.</p>
4	<p><b>Archaeology</b></p> <p>CONDITION: Prior to any works commencing on the site, an archaeological field evaluation report on the digging of a trial trench on the open land fronting Queens Head Street shall be submitted to the Local Planning Authority and approved in writing.</p> <p>Should the field evaluation report identify that archaeological safeguards are necessary, those proposed safeguards will also require to be approved in writing by the Local Planning Authority (in consultation with Historic England - GLASS), prior to works commencing on site.</p> <p>The nature and scope of assessment and evaluation should be agreed with GLASS (Historic England) and carried out by a developer appointed archaeological practice.</p> <p>REASON: The part of the site fronting onto Queens Head Street retains significant potential for structural remains within 2m of the modern ground surface which would be destroyed by the construction of the proposed new basement. The remains, if well preserved could be of great significance.</p>
5	<p><b>Environmental and Construction Management and Logistics Plan (Details)</b></p> <p>CONDITION: No development (including demolition works) shall take place on site unless and until an Environmental and Construction Logistics and Management Plan (CLMP) has been submitted to the Local Planning Authority and approved in writing. The CLMP shall include:</p> <ul style="list-style-type: none"> <li>a) Proposed access routes for construction traffic; vehicular numbers and type</li> <li>b) Permitted hours of access for construction;</li> <li>c) Proposed on-site management measures to ensure that movement of vehicles in and out of the site is safe (and in forward gear);</li> <li>d) Using freight operators who can demonstrate their commitment to best practice - for example, members of our Freight Operator Recognition Scheme (FORS)</li> <li>e) Consolidating deliveries so fewer journeys are needed;</li> <li>f) Using sustainable delivery methods;</li> <li>h) Details of the methods to be used and the measures to be undertaken to control the emission of noise arising from demolition and construction works; and noise, air quality including dust, smoke and odour, vibration, and TV reception</li> </ul> <p>The report shall assess impacts during the construction phases of the development on the road network, nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>The development shall be carried out strictly in accordance with the details so approved at all times and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p>

	<p>REASON: In order to minimise impacts on the amenity of neighbouring residents, and maintain highway safety and the free flow of traffic on the surrounding highway network.</p>
6	<p><b>External pipes, cables and CCTV (Details)</b></p>
	<p>CONDITION: No cables, plumbing, down pipes, rainwater pipes, foul pipes or CCTV cameras or related equipment and installations shall be located/fixed to any elevation(s) of the buildings hereby approved.</p> <p>Should additional cables, pipes be considered necessary the details of these shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.</p> <p>REASON: To ensure that the resulting appearance and construction of the development is to a high standard.</p>
7	<p><b>Affordable Workspace</b></p>
	<p>CONDITION: The small office (B1a use class) shown on drawing P200/F, measuring 85sqm shall be laid out in accordance with that approved drawing and retained as such permanently thereafter.</p> <p>REASON: In the interests of ensuring that the proposed development contributes to a mixed and flexible employment base and specifically supports the ability of small and medium enterprises to find suitable small (and by virtue of it being small) affordable workspace in the borough.</p>
8	<p><b>BREEAM (Compliance)</b></p>
	<p>CONDITION: The development shall achieve a BREEAM rating (2011) under the relevant scheme of no less than 'Excellent' for the office accommodation and the converted residential unit shall achieve 'Excellent' under EcoHomes equivalent.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
9	<p><b>Fixed Plant (Compliance)</b></p>

	<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.</p> <p>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>
10	<p><b>Sound Insulation between uses (Details)</b></p>
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the proposed office use (B1a use class) and the residential use (C3) of the buildings shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of any works on the relevant part of the development.</p> <p>The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not have an adverse impact on amenity.</p>
11	<p><b>Inclusive Design (Compliance)</b></p>
	<p>CONDITION: The scheme shall be constructed in accordance with the principles of Inclusive Design and the approved plans and shall provide:</p> <ul style="list-style-type: none"> <li>a) Step free access to the Essex Road entrance which shall have a 1000mm clear opening width;</li> <li>b) A passenger lift shall provide step free access to all levels;</li> <li>c) Mobility charging point provided close to the lift core;</li> <li>d) Accessible WC and shower facilities provided in accordance with the approved plans;</li> </ul> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
12	<p><b>Green Biodiversity Roofs (Details)</b></p>
	<p>CONDITION: Notwithstanding the details hereby approved, prior to commencement of the development, details of the biodiversity green roofs (based on the details of drawing number: <b>P203/B</b> shall be submitted to and approved in writing by the Local Planning Authority. The details shall include:</p>

	<p>a) biodiversity based with extensive substrate base (depth 80-150mm);</p> <p>b) 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); and</p> <p>c) a maintenance plan for the green / biodiverse roof to cover the lifetime of the development.</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 and maximises the sustainable urban drainage (SUDs) benefits of the scheme in order to minimise the potential for increased floodrisk as a result of the development in accordance with the NPPG and government ministerial statements.</p>
13	<p><b>Link Building – Planting Maintenance</b></p>
	<p>CONDITION: Prior to first occupation of any part of the development, the applicant shall submit to and have approved in writing a detailed maintenance plan to ensure the ongoing survival of the planting to the link office building.</p> <p>Any plants that die(s), are removed, become severely damaged or diseased shall be replaced and any new planting which dies, is removed, becomes severely damaged or diseased within five years of planting shall be replaced.</p> <p>Replacement planting shall be in accordance with the approved details.</p> <p>REASON: To provide a satisfactory appearance to the development so as to safeguard biodiversity, sustainability, and to ensure a satisfactory standard of visual amenity, in particular in relation to the proximity of the Queens Head Street residential properties.</p>
14	<p><b>Roof-level structures (Details)</b></p>
	<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.</p> <p>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.</p> <p>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 conservation area, setting of listed buildings and streetscene more generally.</p>
15	<p><b>Refuse and Recycling (Compliance)</b></p> <p>CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to prevent unacceptable impacts on the functioning and amenity of the area.</p>
16	<p><b>Cycle Parking (Details)</b></p> <p>CONDITION: Notwithstanding the details hereby approved, prior to superstructure works commencing on site, details of the bicycle storage areas, including one accessible cycle space within the basement of the Queens Head Street building which shall be secure shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>These spaces shall be provided prior to the first occupation 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>
17	<p><b>Delivery and Servicing Plan</b></p> <p>CONDITION: A delivery and service management plan shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.</p> <p>The plan shall include details of all servicing for the development, from an existing loading bay on Essex Road including hours, frequency, location (confirmation), size of vehicles.</p> <p>The waste and recycling collection details shall accord with those in the application, suggesting collection from Queens Head Street (once weekly).</p> <p>The details shall include methods to manage against misuse.</p> <p>The development shall be carried out strictly in accordance with the details so approve.</p>

	<p>REASON: In order to secure highway safety and free flow of traffic, local residential amenity and to mitigate the impacts of the development.</p>
18	<p><b>Obscure Glazing to prevent overlooking of Queens Head Street properties</b></p> <p>CONDITION: Notwithstanding the approved drawings, the following windows and roof lights shall be obscurely glazed and fixed shut:</p> <ul style="list-style-type: none"> <li>a) Link Building: all east facing windows and roof lights;</li> <li>b) 162 Packington Street: reinstated windows in the south western elevation;</li> <li>c) 162 Packington Street roof extension all windows and glazing facing 84 and 82 Queens Head Street properties.</li> </ul> <p>REASON: In the interest of preventing direct overlooking and the feeling of being overlooked, and in addition to prevent undue noise disturbance to the residential properties in immediate proximity to the development site. This condition is considered necessary to protect the residential amenity of the Queens Head Street properties and to secure compliance with policies DM2.1 of the Development Management Policies (2013).</p>
19	<p><b>Energy Efficiency (Details)</b></p> <p>CONDITION: The energy measures as outlined within the approved Energy Strategy shall together provide for no less than a 18% on-site total C02 emissions reduction in comparison with total emissions from a building which complies with Building Regulations 2010.</p> <p>Should, following further assessment, the approved energy measures be found to be no longer suitable, 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.</p> <p>The revised energy strategy shall provide for no less than a 18% on-site total C02 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>
20	<p><b>Security &amp; General Lighting (Details)</b></p> <p>CONDITION: Details of general and any security outdoor lighting, including full specification of all luminaries, lamps and support structures and hours of use, shall be submitted to and approved in writing by the Local Planning Authority</p>

	<p>prior to superstructure works commencing on site.</p> <p>The development shall be carried out strictly in accordance with the details so approved prior to the first occupation of the development hereby approved and shall be maintained as such thereafter and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interests of good design, protecting the setting of and character of the designated heritage assets, security and protecting neighbouring and future residential amenity and existing and future habitats from undue light-spill.</p>
21	<p><b>Use of flat roof for maintenance only (compliance)</b></p> <p>CONDITION: The proposed flat roofs adjacent to the boundary with 84 Queens Head Street shall not be used except for the purposes of maintenance access.</p> <p>REASON: To protect the privacy of the adjoining occupiers</p>

**List of Informatives:**

1	<p><b>S106</b></p> <p>SECTION 106 AGREEMENT</p> <p>You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.</p>
2	<p><b>Community Infrastructure Levy (CIL) (Granting Consent)</b></p> <p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at <a href="mailto:cil@islington.gov.uk">cil@islington.gov.uk</a>. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: <a href="http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil">www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</a></p> <p><b>Pre-Commencement Conditions:</b></p> <p>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 unidentified pre-commencement conditions have been discharged.</p>

<b>3</b>	<b>Superstructure</b>
	<p><b>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'</b></p> <p>A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
<b>4</b>	<b>Roller Shutters</b>
	<p>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.</p>
<b>5</b>	<b>Water Infrastructure</b>
	<p>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.</p>
<b>6</b>	<b>Working in a Positive and Proactive Way</b>
	<p>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.</p> <p>A pre-application advice service is also offered and encouraged.</p> <p>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</p> <p>The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.</p>

## APPENDIX 2: RELEVANT POLICIES

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

### 1 National Guidance

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

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

On the 28th November 2014, a Ministerial Statement and revision to the Planning Practice Guidance (PPG) were published, which seeks to offer a vacant building credit (VBC) whereby the developer would be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the LPA calculates any affordable housing contribution which would be sought.

In considering the relevance of the changes to the PPG in light of the NPPF requirement to meet the full objectively assessed needs for market and affordable housing, the Council is mindful that the NPPF sets out the government's national planning policy.

Furthermore, planning legislation (Section 70 of the Town and Country Planning Act 1990 and section 38 of the Planning and Compulsory Purchase Act 2004) provides that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.

Under the Ministerial Statement of 18 December 2015, the government seeks to increase the weight given to SUDs being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

### 2 Development Plan

The Development Plan is comprised of the London Plan 2011, 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**

Policy 3.2 Improving health and addressing health inequalities

Policy 6.3 Assessing effects of development on transport capacity

Policy 3.11 Affordable Housing Targets	Policy 6.9 Cycling
	Policy 6.10 Walking
	Policy 6.13 Parking
Policy 4.1 Developing London's Economy	
Policy 4.2 Offices	Policy 7.1 Building London's neighbourhoods and communities
Policy 4.12 Improving Opportunities for all	Policy 7.2 An inclusive environment
	Policy 7.3 Designing out crime
Policy 5.2 Minimising carbon dioxide emissions	Policy 7.4 Local character
Policy 5.3 Sustainable design and construction	Policy 7.5 Public realm
Policy 5.5 Decentralised energy networks	Policy 7.6 Architecture
Policy 5.6 Decentralised energy in development proposals	Policy 7.8 Heritage assets and archaeology
Policy 5.7 Renewable energy	Policy 7.13 Safety, security and resilience to emergency
Policy 5.9 Overheating and cooling	Policy 7.14 Improving air quality
Policy 5.10 Urban greening	Policy 7.15 Reducing noise and enhancing soundscapes
Policy 5.11 Green roofs and development site environs	Policy 7.19 Biodiversity and access to nature
Policy 5.13 Sustainable drainage	Policy 8.2 Planning obligations
Policy 5.14 Water quality and wastewater infrastructure	Policy 8.3 Community infrastructure levy
Policy 5.15 Water use and supplies	
Policy 5.17 Waste capacity	

## **B) Islington Core Strategy 2011**

Policy CS5 (Angel and Upper Street)  
 Policy CS9 (Protecting and Enhancing Islington's Built and Historic Environment)  
 Policy CS10 (Sustainable Design)  
 Policy CS11 (Waste)  
 Policy CS12 (Meeting the housing challenge)  
 CS13 (Employment Space)  
 CS18 (Delivery and Infrastructure)  
 CS19 (Health Impact Assessment)

## **C) Development Management Policies June 2013**

<b>DM2.1</b> Design	<b>DM7.1</b> Sustainable design and construction statements
<b>DM2.2</b> Inclusive Design	<b>DM7.2</b> Energy efficiency and carbon reduction in minor schemes
<b>DM2.3</b> Heritage	<b>DM7.3</b> Decentralised energy networks
<b>DM3.3</b> Residential Conversions and Extensions	<b>DM7.4</b> Sustainable design standards
<b>DM3.4</b> Housing Standards	<b>DM7.5</b> Heating and cooling

**DM3.5** Private outdoor space  
**DM3.7** Noise and vibration (residential uses)

**DM4.4** Promoting Islington's Town Centres

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

**DM6.1** Healthy development  
**DM6.5** Landscaping, trees and biodiversity  
**DM6.6** Flood prevention

**DM8.1** Movement hierarchy  
**DM8.2** Managing transport impacts  
**DM8.4** Walking and cycling  
**DM8.5** Vehicle parking  
**DM8.6** Delivery and servicing for new developments

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

### 3. **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:

- Within the Duncan Terrace/ Colebrook Row Conservation Area
- Angel and Upper Street Key Area
- Angel Town Centre
- Archeological Priority Area

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

The following SPGs and/or SPDs are relevant:

#### **Islington Local Development Plan**

- Environmental Design
- Inclusive Design
- Planning Obligations and S106
- Urban Design Guide
- Duncan Terrace/ Colebrook Row Conservation Area Design Guidance
- Affordable Housing Small Sites contribution

#### **London Plan**

- Accessible London: Achieving an Inclusive Environment
- Sustainable Design & Construction
- Planning for Equality and Diversity in London

## APPENDIX 3- DESIGN REVIEW PANEL RESPONSE



**CONFIDENTIAL**

ATT: Owain Nedin  
Nathaniel Lichfield & Partners  
14 Regent's Wharf  
All Saints Street  
London

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Our ref: **DRP/58**

Date: 5 May 2015

Dear Owain Nedin,

### **ISLINGTON DESIGN REVIEW PANEL**

**RE: Merchant's Hall 46 Essex Road & 160-162 Packington Street – planning application reference P2015/0971/FUL**

Thank you for attending Islington's Design Review Panel meeting on 14 April 2015 for an assessment of the above scheme. The proposed scheme under consideration is for the change of use and redevelopment of 46 Essex Road, 160 Packington Street and 162 Packington Street including roof extension to 162 Packington Street and alterations to the facade of the existing buildings and erection of a four storey (including basement) building on land fronting Queens Head Street, to provide new B1 office accommodation. Creation of one additional residential flat at 160 Packington 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), Kate Graham, Richard Lavington, Ludwig Tewksbury, Steve Burr and Stephen Archer on 14 April 2015 including a site visit and a presentation from the design team followed by a question and answers session and deliberations at the offices of the London Borough of Islington. The views expressed below are a reflection of the Panel's discussions as an independent advisory body to the council.

### **Panel's observations**

#### Land Use and Layout

The Panel raised various concerns about the proposed positioning of the different uses. Panel members suggested that it may be more appropriate to continue the office space to



the rear of 160 Packington Street through to the front of the building, which is currently shown as residential or that it may be a suitable position for another commercial use or café/canteen associated with the office use.

The Panel had concerns with the quality of living space that would be provided within this unit, particularly with the glazed infill of the carriage arch. It was felt that, as this glazed element would immediately front the street, it is likely that it would be at least partially screened/obscured internally and as such would defeat the purpose of the transparent element and the emphasis on the retention of the carriage arch. Panel members thought that this may work better as part of the office space where the glazing could remain transparent. Alternatively it was suggested that if this space is to remain as residential, a different treatment to the front may be more appropriate.

The Panel felt that more light could be brought into the lower rooms within the residential unit to the front of 160 Packington Street by re-designing and repositioning the rear terrace to the lower level and could greatly improve the standard of living at lower ground floor level.

Panel members felt that it may potentially be more appropriate to move the residential units to the new building fronting Queens Head Street, but accepted that this may result in overlooking issues with the existing residential terrace to Queens Head Street, as well as poor daylight within the residential units due to the proximity to 160 and 162 Packington Street behind.

The Panel questioned the position of the main entrance to the office space on Essex Road and suggested that this may be better positioned on Packington Street. It was felt that the main entrance was such an important part of scheme and that as 46 Essex Road is the least architecturally flamboyant element, it may be more appropriate to relocate the entrance within the development to create a greater statement. It was also suggested that another use might function well at this point, providing an active frontage to this portion of Essex Road.

### Appearance

The Panel supported the proposals in principle, but felt that the Queens Head Street elevation required more work. It was felt that a different approach may be required as the current proposals which are referential to the proportions and window pattern of the terrace of houses to Queens Head Street resulted in a confusing elevation, particularly since the floor levels within the office space behind did not correlate with the openings in the elevation.. The resulting impression is of façade retention. Panel members felt that it may not be necessary to use a domestic language with this frontage and that it may be more appropriate to make reference to the pared down simple elevation treatment of 162 Packington Street behind with the proposed frontage to Queen Mary Street. The Panel felt that a contextually inspired modern frontage may be the best approach, perhaps being more honest about the commercial use behind the façade.

The Panel suggested that improvements could be made to the flank elevation of 146 Essex Road and that the removal of the render and the exposure of a brick façade may improve the relationship with 160-162 Packington Street, with the two brick buildings bookending the old sorting office. Panel members also questioned the join between 46 Essex Road and 162 Packington Street and how that might work, as well as the articulation of the top of 46 Essex Road. The Panel advised that careful consideration must be taken to address how this would appear from long views down Essex Road.

The Panel considered that the fenestration to Essex Road gave the appearance that there was no constructional depth between the ground and first floor – some more solidity to the elevation may be beneficial to improve the proportions.

### Amenity

Panel members raised concerns over the lack of amenity space associated with the offices. Currently only a small north-east facing terrace is proposed at second floor level and it was felt that some amenity space should be provided to the south-western side of the site on Queen Mary Street.

The Panel also queried whether any contribution could be made to public space and felt that some improvement could be made to the Essex Road frontage as well as the potential of a shared space at the top of Queen Mary Street.

### **Summary**

The Panel welcomed the rejuvenation of the building, but had various concerns with the proposals. Panel members felt the elevation to Queens Head Street required further work, including the internal relationship of floor slabs to window openings. Concern was expressed regarding the success of residential unit to 160 Packington at ground and lower ground floor levels. The Panel raised concerns over the handling of the elevation of 46 Essex Road. They felt that a bolder statement was required for the entrance to the office space and that this could be provided in this position with some alteration or may be better provided at one of the other frontages. Panel members were also concerned with the articulation to the top of 46 Essex Road, the join between this building and 162 Packington Street and how that might appear, particularly when viewed from a distance.

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 as the scheme under review is currently the subject of a planning application, the views expressed in this letter may become public and will be taken into account by the council in the assessment of the proposal and determination of the application.

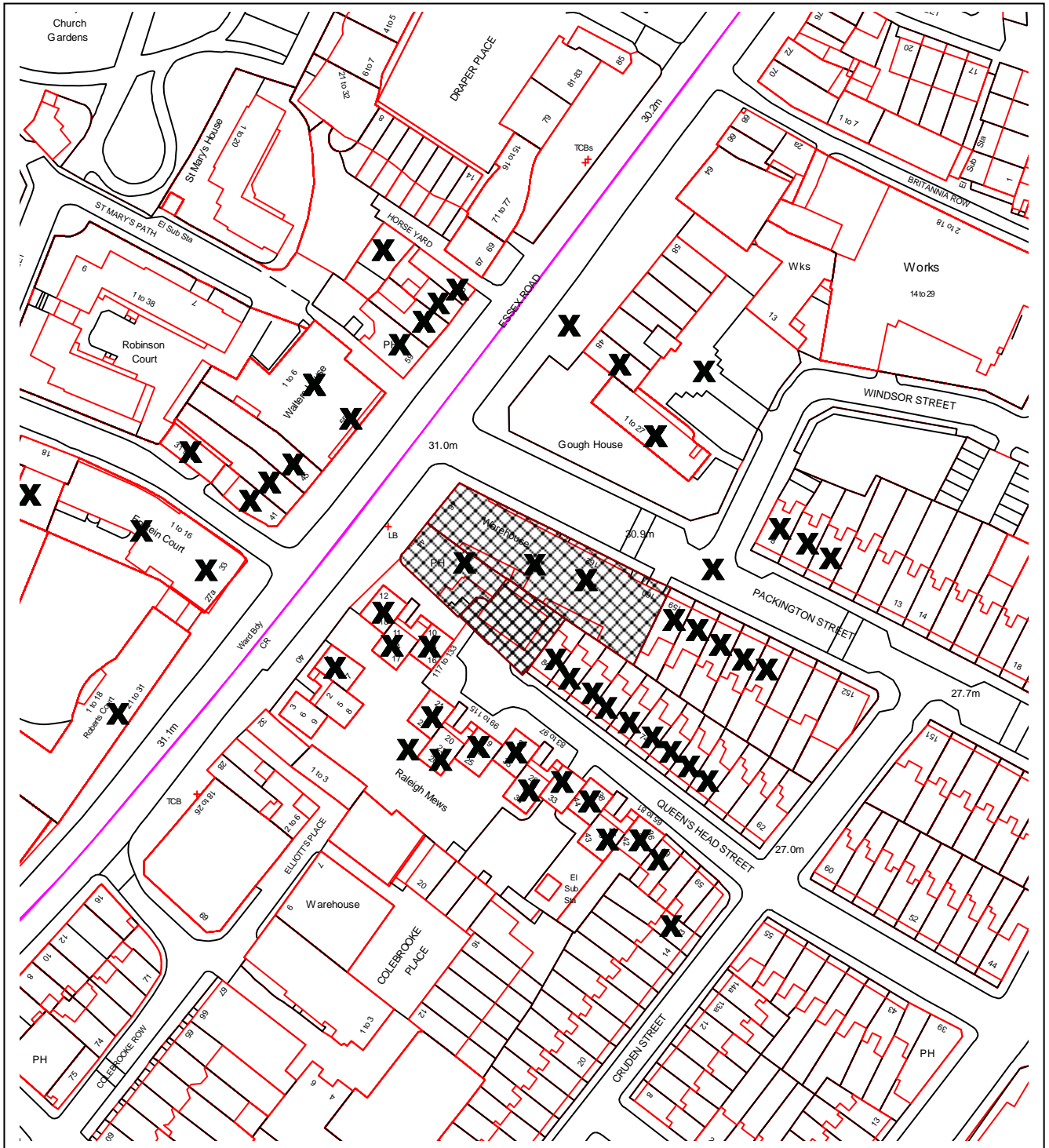
Yours sincerely,



**Luciana Grave**

Design Review Panel Coordinator  
Design & Conservation Team Manager

# Islington SE GIS Print Template



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## PLANNING COMMITTEE REPORT

Development Management Service  
 Planning and Development Division  
 Environment and Regeneration Department  
 PO Box 333  
 222 Upper Street  
 LONDON N1 1YA

<b>PLANNING COMMITTEE</b>		
<b>Date:</b>	7 July 2014	<b>NON-EXEMPT</b>

Application number	P2015/0053/FUL
Application type	Full Planning Application
Ward	Clerkenwell
Listed building	<ul style="list-style-type: none"> <li>- Adjoins Feature of Local Importance in Finsbury Local Plan (Nos. 47-49 Charterhouse Street)</li> <li>- Adjoins Listed Building (Nos. 51-53 Charterhouse Street)</li> </ul>
Conservation area	<ul style="list-style-type: none"> <li>- Adjoins Charterhouse Square Conservation Area</li> <li>- Adjoins Smithfields Conservation Area (City of London)</li> </ul>
Development Plan Context	<ul style="list-style-type: none"> <li>- Bunhill &amp; Clerkenwell Core Strategy Key Area</li> <li>- Finsbury Local Plan Area: Bunhill &amp; Clerkenwell</li> <li>- Site Allocation BC36: Caxton House, 2 Farringdon Road</li> <li>- Central Activities Zone (CAZ)</li> <li>- Employment Priority Area (Offices)</li> <li>- Farringdon/Smithfield Intensification Area</li> <li>- Archaeology Priority Area (Clerkenwell)</li> <li>- LV1 View from Farringdon/Clerkenwell Rds</li> <li>- LV4 Local view from Archway Road</li> <li>- LV5 Local view from Archway Bridge</li> <li>- LLAA2 Parliament Hill summit to St Paul's Cathedral</li> <li>- BAA10 Blackheath Point to St Paul's Cathedral</li> <li>- VC2 Parliament Hill summit to St Paul's Cathedral</li> <li>- VC5 Kenwood viewing gazebo to St Paul's Cathedral</li> <li>- Controlled Parking Zone Area</li> <li>- Crossrail Safeguarding Area</li> <li>- Rail Safeguarding Area</li> <li>- Major Cycle Route – Charterhouse Street</li> <li>- Site within 100m of a TLRN Road</li> </ul>

Licensing Implications	None
Site Address	Charter House, 2 Farringdon Road and Units 501 and 502 London Central Markets Gate 30, 45 Charterhouse Street, London, EC1
Proposal	Erection of an 11-storey building comprising 3,054 square metres (GIA) of Class A1 (retail) and 22,073 (GIA) square metres of Class B1 (office), along with ancillary facilities including the provision of basement level servicing.

Case Officer	John Kaimakamis
Applicant	TIAA Henderson Real Estate
Agent	DP9

## 1. RECOMMENDATION

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

1. subject to the conditions set out in Appendix 1;
2. conditional upon the prior completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the heads of terms as set out in Appendix 1; and
3. subject to any direction by the Mayor of London to refuse the application or for it to be called in for the determination by the Mayor of London.

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



## 3. SUMMARY

- 3.1 Subject to a contribution towards securing offsite housing provision the development of a mixed use Class A1 retail and Class B1 office scheme on this highly accessible site in an Employment Priority Area in the CAZ is considered to be acceptable in land use terms. The provision of high quality Class B1 office accommodation would be consistent with the aims of the development plan.
- 3.2 The proposed building would be a tall building (in excess of 30m), however at its highest point would be lower than that previously approved and partially implemented; it would better respect the heights of buildings in the immediate context than the approved building and would result in a successful townscape in this location. Further, the high quality design would be sensitive to surrounding heritage assets and complementary to local identity.
- 3.3 No part of the proposed development would block, detract from or have an adverse effect on any significant strategic or local protected views. The proposals are unlikely to have a widespread or significant archaeological impact within this Archaeological Protection Area subject to conditions.

- 3.4 No part of the development would result in adverse impacts in terms of loss of daylight, sunlight, outlook, sense of enclosure or privacy that would justify refusing planning permission.
- 3.5 Subject to appropriate conditions, including submission of a feasibility study for connection to Citigen, the development would comply with relevant planning policies relating to sustainability and energy efficiency.
- 3.6 The proposed development would be serviced from the basement and subject to appropriate conditions would have no adverse impacts on the local road network. The refuse/recycling and servicing arrangements are considered to be acceptable. The provision of secure cycle storage and showering and changing facilities for staff would encourage sustainable travel.
- 3.7 In addition to the Mayoral and Islington Community Infrastructure Levy, the application is supported by a comprehensive s106 planning agreement and contributions related to and mitigating impacts of the scheme. For these reasons and all the detailed matters considered in this report, the scheme is acceptable subject to conditions, informatives and the s106 legal agreement

#### **4. SITE AND SURROUNDING**

- 4.1 The site is located in the north east corner of the junction of Charterhouse Street and Farringdon Road on the boundary with the Corporation of London to the south and London Borough of Camden to the west. The site shares a boundary with the Port of London Authority building to the east (51-53 Charterhouse Street), the Citigen Power Generation Plant to the northeast and the vacant former Cardinal Tower (now a Crossrail construction site) to the north. To the south are the varied buildings of Smithfield Market and to the east are six storey commercial buildings on Farringdon Road.
- 4.2 Whilst no part of the site is located within a designated conservation area, the eastern boundary defines the western edge of the Charterhouse Square Conservation Area and the site lies opposite the Smithfield Conservation Area to the south. The Smithfield Poultry Market, Port of London Authority building and 25-27 Farringdon Road are all Grade II listed.
- 4.3 Prior to its demolition in 2011 the site comprised a part three and part nine storey building with retail use at ground floor and offices above. The basement of the former building comprised a 48 bay public car park accessible from Cowcross Street. The extant planning permission (reference P081100) has been implemented (see paragraph 7 below).
- 4.4 The site lies within a mixed use and highly accessible location, being within walking distance of Farringdon Underground and Thameslink train stations and in close proximity to bus stops on Farringdon Road.



## 5. PROPOSAL

5.1 Full planning permission is sought for the erection of an 11-storey building comprising:

- 22,073 square metres (GIA) Class B1 office floorspace with terraces;
- 3,054 square metres (GIA) Class A1 retail floorspace at ground floor;
- Cycle parking – 327 spaces;
- Basement level refuse storage, disabled parking space and servicing area.

## 6. RELEVANT HISTORY:

6.1 The following planning history of the application site is considered to be relevant to this current application:

### **Planning Applications:**

6.2 10/09/2012: Planning permission granted (Ref: P120484) for erection of 11 storey over basement building comprising 4 Class A1 retail units at ground floor level and 15396 square metres of Class B1 (office) above, plus ancillary facilities including provision for basement level servicing.

*This planning permission expires on 10 September 2015 and the Council is currently considering details with regard to pre-implementation conditions.*

6.3 23/12/2008: Planning permission granted (Ref: P081100) for demolition of existing buildings and erection of a part nine, part 12 storey building plus basement level, providing for A1(retail) use at ground floor level and B1(office) floor space to part ground and wholly to upper floors, together with car and cycle parking at basement level.

*This planning permission has been implemented insofar as it relates to the basement level works.*

6.4 28/09/2007: Planning permission granted (Ref: P062846) for redevelopment of the existing building to provide a total gross external area of approximately 27,100m<sup>2</sup> (of which 2,200 m<sup>2</sup> is retail and 22,300m<sup>2</sup> of B1 office space) within a new building of up to eleven storeys (ground plus ten upper floors). The basement levels to accommodate storage, refuse, plant, 11 on site car parking spaces and 111 bicycle spaces.

6.5 22/03/1999: Certificate of Proposed Lawful Use granted (Ref: 990426) for proposed use of the basement as offices.

6.6 10/11/1997: Certificate of Existing Lawful Use granted (Ref: 971667) for use of the first to fifth floors as offices.

6.7 **Enforcement:**

6.8 There are no enforcement cases that are relevant to the application site.

7. **CONSULTATION**

**Public Consultation**

7.1 Letters were sent to 469 occupants of adjoining and nearby properties on Charterhouse Street, Farringdon Road, Farringdon Street, Saffron Hill and Shoe Lane on 27/01/2015. A site notice and press advert were displayed on 29 January 2015. The public consultation of the application therefore expired on 19/02/2015; however it is the Council's practice to continue to consider representations made up until the date of a decision.

7.2 At the time of the writing of this report four (4) responses had been received. It should be noted that one response was on behalf of 8 occupiers at 17-23 Farringdon Road. An objection was also submitted by Montague Evans on behalf of Crossrail Ltd, however it should be noted that this representation was submitted in isolation of the response received by Crossrail as a statutory referral body, whereby no objection was raised and their comments are under the statutory referral process are noted below under external consultees. The issues raised are summarised below (the paragraph number of this Committee report containing the Officer's response to these comments is provided in brackets):

7.3 Design & Amenity:

7.4 The height of the proposed building doesn't fit in with conservation area or neighbouring buildings; (see paragraphs 9.18 ~ 9.33)

7.5 The proposed building would dwarf adjacent property at 17-23 Farringdon Road and block views to St. Paul's Cathedral and The Shard which would diminish residential values; (see paragraphs 9.18 ~ 9.33)

7.6 Daylight/sunlight report is incorrect, as apartments at 17-23 Farringdon Rd begin at 4<sup>th</sup> floor level;

*(see paragraphs 9.43 ~ 9.48) Further, the modelling for sunlight/daylight assessment provided by the submitted study considers all residential properties from the 4<sup>th</sup> floor. All diagrams and figures clearly demonstrate the results for all residential properties. However, the written text within the report stating that residential floors begin from the 5<sup>th</sup> floor is incorrect and should have stated 4<sup>th</sup> floor.*

7.7 Development would lower the amount of daylight to lower floors of 17-23 Farringdon Road;

*(see paragraphs 9.43 ~ 9.48) Further, the lower floors contain non-residential uses and are not assessed against the BRE guidelines. Given the context of development along Farringdon Road, with offices on both sides of the road, it*

*is not considered that the proposal would have a negative impact on the non-residential uses.*

7.8 The proposal would damage the setting of the adjoining listed Port of London Authority building; (see paragraphs 9.18 ~ 9.33)

7.9 The quality of the design at street level is poor and at odds with the PLA building; (see paragraphs 9.18 ~ 9.33)

7.10 The colonnade on Charterhouse Street should be returned to Farringdon Road; (see paragraphs 9.18 ~ 9.33)

7.11 No attempt to encourage community or social uses into the building;

*(The site is located within a Priority Employment Area (offices), which seeks to maximise office use and some retail uses at ground level to provide for active frontages. Additionally, this is reinforced by the site's allocation within the Finsbury Local Plan).*

7.12 Building is unacceptably tall compared to other buildings in the locality; (see paragraphs 9.18 ~ 9.33)

7.13 Bulky proposal that would reduce daylighting and sunlighting to surrounding buildings; (see paragraphs 9.43 ~ 9.48)

7.14 Other:

7.15 The proposed construction would cause considerable noise and dust affecting neighbouring business and employees. (see paragraphs 9.49 and 9.116)

7.16 The submitted location plan should include the Snow Hill ramp access within the red line of the proposal in accordance with NPPG that should include all land to carry out the development.

7.17 *(The access from Snow Hill ramp is an existing access that is shared by various users and the owners/occupiers of the application site is one of these shared users that has usage rights to gain access to their land at basement level. The access entrance and path leading to the application site are existing and are not required to be built in order for the proposed development to be built.)*

7.18 The proposed application should be submitted to the City of London as well given red line boundary straddles over City of London land, and thus weight should be given to City of London policies;

*(The application site marked in red at all levels is fully contained within the Islington Council boundary. The above objection relies on the inclusion of an existing shared access highlighted above being included within the red line boundary, however this is not required to carry out the development. As such, City of London policies do not form part of the considerations of the proposal.)*

- 7.19 Height of Snow Hill ramp is 3.56 metres in height and not the stated 3.8 metre clearance height contained in the application documents; (see paragraphs 9.103 ~9.104)
- 7.20 The existing access doesn't meet the clearance heights for refuse collection; (see paragraphs 9.99 ~ 9.102)
- 7.21 Will be difficult to enforce servicing of the development at basement level and as such will give rise to on-street servicing;
- 7.22 *(The proposal is for servicing to take place on-site at basement level, whereby the owners/occupiers have access from the existing Snow Hill ramp. The proposal is in accordance with Finsbury Local Plan BC5 Part C, where "servicing must be located to remove conflicts and maximise efficiency of space and use. Shared service bays, basements and access/egress with neighbouring buildings should be considered to achieve the most efficient use of space." Any servicing conducted on the street would be enforceable given it would not be taking place in accordance with the development and the Servicing and Delivery Plan, whilst it would also be in contravention of the on-street trafficking controls.)*

### **External Consultees**

- 7.23 Greater London Authority (GLA) including TfL – Stage 1 Response (summary): stated that the new application is identical in terms of design and external appearance to the previously approved scheme (2012), but the applicant has to respond to changes in London Plan policy since 2012. A short report format has been adopted covering sustainable energy, air quality and transport. The application complies with some of these policies but not with others for the following reasons:
- Sustainable Energy: Based on the energy strategy results in a reduction of 278 tonnes of per year in regulations is expected, equivalent to an overall saving of 58%. It is unclear which version of Part L has been used for assessment. The energy assessment should be undertaken using Part L 2013 and the applicant should update their report accordingly.
  - Air Quality: The air quality assessment is insufficient. It only considers emissions from the CHP and not in a form that can be used to consider air quality neutrality. The applicant should submit an air quality assessment responding to the issues raised.
  - Transport: The applicant should secure transport related s106 contributions/conditions as previously agreed but with the £210,000 contribution now secured towards the implementation of the North to South Cycle Superhighway. The Superhighway should also be discussed with TfL regarding construction of the development to avoid potential conflict with the schemes implementation.

*The applicant has submitted further information to the GLA addressing the above matters, however no formal response by the GLA has been received*

*at the time of reporting. An email has been received from the GLA officer stating that the above matters are very close to being resolved, and final confirmation will be provided to the Planning Committee once received.*

- 7.24 The City of London were consulted however no response has been submitted to date.
- 7.25 Historic England raised no objection and stated that the scheme should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice.
- 7.26 Historic England (Greater London Archaeology Advisory Service) raised no objection to the proposal subject to a condition and informative being attached to the permission.
- 7.27 Lead Local Flood Authority raised no objection and noted the proposed recycling system was to be secured by condition. It was also noted that there would be a condition as recommended by Thames Water for a sustainable drainage system. As such, it was recommended that a further condition be imposed to secure a maintenance plan for the management of the sustainable drainage system for the lifetime of the development in accordance with the new national requirements.
- 7.28 Metropolitan Police (Crime Prevention) raised no objections to the proposals but recommend access controls and other measures to enhance the security of the building.
- 7.29 Thames Water requested conditions relating to sustainable drainage systems, impact method piling statement and impact studies of the existing water supply infrastructure.
- 7.30 Transport for London raise no objection to the proposals subject to relevant conditions and a Crossrail contribution and contributions towards improving bus stop accessibility and mitigating the impact of the development on Farringdon Road. An additional condition to what was previously secured was also requested with regard to protecting London Underground infrastructure, whilst a Crossrail contribution of £3,365,080 was also requested.
- 7.31 Crossrail Ltd confirm that the detailed design of the proposed development needs to take account of the construction of Crossrail and request detailed design and method statements, including details of access arrangements be secured by condition to ensure ongoing Crossrail works are not impeded.
- (It should be noted that this response by Crossrail was in response to the statutory consultation process and submitted independently of the objection received by Montague Evans on behalf of Crossrail).*
- 7.32 London Underground have stated that they have no comment to make other than the application should also be referred to Crossrail Safeguarding Zone Crossrail Ltd.

7.33 Network Rail have responded by stating that the developer/applicant must ensure that their proposal, both during construction and after completion of works on site, does not:

- encroach onto Network Rail land
- affect the safety, operation or integrity of the company's railway and its infrastructure
- undermine its support zone
- damage the company's infrastructure
- place additional load on cuttings
- adversely affect any railway land or structure
- over-sail or encroach upon the air-space of any Network Rail land
- cause to obstruct or interfere with any works or proposed works or Network Rail development both now and in the future

These matters relate to requirements the applicant will require approval from Network Rail's Asset Protection Engineer under separate legislative processes.

#### **Internal Consultees**

7.34 Access Officer advised similar comments to previous application whereby conditions are recommended to inclusive design principles with regard to wheelchair lifts, accessible toilets and other inclusive design measures. There was also concern with regard to the main entrance which is not considered inclusive and a condition is recommended to address this matter.

7.35 Design and Conservation Officer considers the proposal is an improvement over the previously approved scheme and offers a better response to its context and acknowledges local character and distinctiveness. Consider design, materials and corner treatment to be appropriate.

7.36 Energy Conservation Officer has recommended the preferred energy strategy should be connection to Citigen and any other strategy should only be pursued should this be demonstrated not to be feasible. Should this not be feasible, then the energy strategy to be pursued should be a Gas CCHP with additional measures being investigated. They have recommended conditions and s106 obligations to ensure that the above is secured and a Green Performance Plan is provided

7.37 Public Protection Division (Air Quality/Noise Team) have recommended previously imposed conditions on extant permission be included in this application.

7.38 Spatial Planning and Transport (Transport Officer) welcomes on-site servicing and increased number of cycle spaces. Subject to conditions and planning obligations, consider the development acceptable.

- 7.39 Pollution projects team raise concerns regarding the potential effect of a biodiesel CCHP on local air quality within this Air Quality Management Area. No concerns regarding impact of development on operation of adjacent Citigen plant.
- 7.40 Acoustic Officer raises no objection on noise grounds subject to conditions relating to fixed plant and requiring submission of a construction impacts report.
- 7.41 Sustainability Officer considers commitment to achieve BREEAM Excellent is supported. Consider all roof areas not required for plant should be green roof. Recommend condition relating to thermal modelling, SUDS and rainwater harvesting.
- 7.42 Trees Officer: comments that no tree implications arise from proposals. Recommend condition relating to landscaping of external terraces be imposed.
- 7.43 Refuse and Recycling team state that the plans are acceptable.

#### **National Guidance**

- 7.44 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.
- 7.45 Since March 2014 Planning Practice Guidance for England has been published online.
- 7.46 Furthermore, planning legislation (Section 70 of the Town and Country Planning Act 1990 and section 38 of the Planning and Compulsory Purchase Act 2004) provides that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 7.47 Under the Ministerial Statement of 18 December 2015, the government seeks to increase the weight given to SuDS being delivered in favour of traditional drainage solutions. Further guidance from the DCLG has confirmed that LPA's will be required (as a statutory requirement) to consult the Lead Local Flood Authority (LLFA) on applicable planning applications (major schemes).

#### **Other Consultees**

- 7.48 Not Applicable

### **8. RELEVANT POLICIES**

Details of all relevant policies and guidance notes are attached in Appendix

2. This report considers the proposal against the following development plan documents.

### **Development Plan**

8.1 The Development Plan is comprised of the London Plan 2015 (Consolidated with Alterations since 2011), Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan that are considered relevant to this application are listed at Appendix 2 to this report.

### **Designations**

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

- |                                                         |                                                       |
|---------------------------------------------------------|-------------------------------------------------------|
| - Bunhill & Clerkenwell Core Strategy Key Area          | - LV5 Local view from Archway Bridge                  |
| - Finsbury Local Plan Area: Bunhill & Clerkenwell       | - LLAA2 Parliament Hill summit to St Paul's Cathedral |
| - Site Allocation BC36: Caxton House, 2 Farringdon Road | - BAA10 Blackheath Point to St Paul's Cathedral       |
| - Central Activities Zone (CAZ)                         | - VC2 Parliament Hill summit to St Paul's Cathedral   |
| - Employment Priority Area (Offices)                    | - VC5 Kenwood viewing gazebo to St Paul's Cathedral   |
| - Farringdon/Smithfield Intensification Area            | - Controlled Parking Zone Area                        |
| - Archaeology Priority Area (Clerkenwell)               | - Crossrail Safeguarding Area                         |
| - LV1 View from Farringdon/Clerkenwell Rds              | - Rail Safeguarding Area                              |
| - LV4 Local view from Archway Road                      | - Major Cycle Route – Charterhouse Street             |
|                                                         | - Site within 100m of a TLRN Road                     |

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

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

## **9. ASSESSMENT**

9.1 The main issues arising from this proposal relate to:

- Land Use (Principle)
- Design, Conservation and Heritage Considerations (including Archaeology)
- Accessibility
- Neighbouring Amenity
- Sustainability



- Energy Efficiency, Renewable Energy
- Transportation and Highways
- Planning Obligations, Community Infrastructure Levy and local finance considerations
- Other Matters

### **Land-use**

9.2 Prior to the demolition of the building the site was in mixed Class B1 office (6011sqm Net Internal Area) and Class A1 retail (587sqm NIA) use with a public car park at basement level. The following table sets out the respective floor space between the proposed development, the extant planning permission, the previously consented and implemented development (ref. P081100) and the former buildings which have now been demolished:

	<b>Original buildings</b>	<b>2008 development (P081100)</b>	<b>2012 Proposed development (P120484)</b>	<b>Current Application</b>
Storeys/height	9 storeys	12 storeys	11 storeys	11 storeys
Retail floor space (sqm) (NIA)	587	1286	2835	2269
Office floor space (sqm) (NIA)	6011	18716	15396	15368
NCP Car Park	1910	0	0	0
<b>Total floor space (sqm) (GEA)</b>	<b>8508</b>	<b>27810</b>	<b>26381</b>	<b>26366</b>

9.3 In land use terms, there is a reduction from 2,835 to 2,269 square metres of Retail Class A1 floorspace, when compared to the extant planning permission. This reduction has occurred at mezzanine basement level to accommodate a greater number of cycle spaces within the development, as required by updated development plan policies. The proposed retail areas at ground floor level that provide for active frontages remain intact, while the office Class B1 floorspace is marginally reduced.

9.4 The predominant character of the area is commercial and the redevelopment of this site, which lies within the Farringdon/Smithfield Area of Intensification, to provide 15368sqm of employment floor space would be consistent with the broad aims of Policies 2.10 and 2.11 of the London Plan, which seek to enhance and promote the Central Activities Zone (CAZ) as an appropriate location for office developments. Policy 4.2 of the London Plan and Policies CS7 and CS13 of the Islington Core Strategy

also seek to encourage the provision of quality office accommodation in accessible locations. By virtue of the site's location within the CAZ and within a designated Employment Priority Area for offices it is recommended that the use of the building for offices (Use Class B1 (a)), as opposed to wider light industrial use (B1 (b & c)) be secured by condition (*condition 3*).

- 9.5 In addition to the above, the site is located within the Farringdon Station Area of the Finsbury Local Plan (Area Action Plan for Bunhill and Clerkenwell). Policy BC8 Part C states that within designated Employment Priority Areas (Offices) the proportion of office (B1(a))floorspace provided within a development should be optimised, and retail or leisure uses may be provided at ground level where an active frontage would enhance the street environment, or where these uses would complement or extend the offer of neighbouring clusters of retail or leisure uses.
- 9.6 The proposed development complies with the above policy in so far as providing office floorspace on all floor levels above the ground level within the massing of the building that is appropriate in design terms, while retail areas would be located at ground floor level to provide for active frontages at this junction with some additional retail areas at semi-basement level.
- 9.7 The incorporation of 2269sqm of ground floor level retail floor space in this protected local shopping centre would be consistent with policies 4.7 and 4.8 of the London Plan which seek to support a vibrant, diverse retail sector. The site is designated as a Priority Employment Area in the Finsbury Local Plan and the proposals would be consistent with Policy BC5 of that document which seeks to provide a range of employment uses, particularly office uses with retail and leisure uses at street level to create vibrancy and interest on Farringdon Road and Charterhouse Street. The proposed ground floor commercial uses have been designed as four separate units and subject to a condition prohibiting obscuring the shopfront glass (*condition 12*) would provide natural surveillance and an active frontage to the two public elevations of the building.
- 9.8 Finsbury Local Plan Policy BC8 Part I states that *“new business floorspace must be designed to allow for future flexibility for a range of uses, including future subdivision and/or amalgamation for a range of business accommodation;”*
- 9.9 The proposed office floorspace would be of flexible open-plan design; proposed floor to ceiling heights would be of a suitable 3.0m+ clearance. Access to outdoor sitting space would be provided on terraces located at fifth, seventh and ninth floor levels on the southern and western elevations.
- 9.10 London Plan Policy 4.3 B (b) states that local planning authorities should *“develop local approaches to mixed use development and offices provision taking into account the contribution that ‘land use swaps’, ‘housing credits’ and off-site contributions can make, especially to sustain strategically important clusters of commercial activities such as those in the City of London....”*

- 9.11 Development Management Policy DM 5.1 (New Business Floorspace) Part E states that *“within the Central Activities Zone (CAZ) 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 the provision of housing off-site.”*
- 9.12 Furthermore, Finsbury Local Plan Policy BC8 Part D states that *“throughout the area, 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 the provision of housing off-site.”*
- 9.13 The site is located in the Central Activities Zone with no housing provided as part of the proposal. Therefore, the proposal would be subject to a financial contribution towards securing greater offsite housing provision than could be provided on the site itself. This is consistent with the extant planning permission and has been secured via an obligation in the section 106 Agreement.
- 9.14 The site is also allocated within the Council's site allocations as part of the Finsbury Area Action Plan (Site BC36: Caxton House, 2 Farringdon Road). The allocation and justification states: *“Redevelopment to provide a new building accommodating business and retail floorspace.*
- 9.15 *The site is in a highly accessible area on the fringe of the City of London office market. New development provides an opportunity to enhance the quality of this important location, subject to the building being designed in a manner that protects and enhances views of St. Paul's Cathedral, and the historic context, and integrates with Farringdon station.”*
- 9.16 It is considered that the development is acceptable in land use terms with regard to the development plan and the cascade of policies from the London Plan, Islington Core Strategy, Development Management Policies, Finsbury Local Plan Action Area and accompanying site allocation, and as such would make an efficient use of this brownfield site. Its delivery would be consistent with the broad aims of the NPPF and its presumption in favour of sustainable development that supports economic growth.
- 9.17 Design, Conservation and Heritage Considerations (including Archaeology)
- 9.18 Development Plan policies seek to secure sustainable development that is of high quality and contributes towards local character, legibility, permeability and accessibility of the neighbourhood. Developments should contribute to people's sense of place, safety and security. Development should have regard to the pattern and grain of spaces and streets in orientation, scale, proportion and mass and be human in scale with street level activity.

- 9.19 The delivery of high quality design including the conservation and enhancement of the historic environment is a key objective of the planning system which is to contribute to achieving sustainable development as supported by the NPPF. Sustainable development is further described as including positive improvements in the quality of the built and historic environments including but not limited to replacing poor design with better design (para 9). A core planning principle of the NPPF is to always seek to secure high quality design (para17).
- 9.20 NPPF Chapter 7 'Requiring good design' reinforces that this is a key aspect of sustainable development and indivisible from good planning and should contribute positively to making places better for people. Chapter 7 also confirms that high quality design includes consideration of individual buildings, public and private spaces. Policies and decisions should ensure that development amongst other things, responds to local character and history and reflects the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation. Also, that they are visually attractive as a result of good architecture and appropriate landscaping.
- 9.21 NPPF Chapter 12 'Conserving and enhancing the historic environment' sets out the criteria for the conservation and enjoyment of the historic environment in the strategy of local plans as well as relevant criteria for assessing and determining planning applications. Consideration includes harm posed to both designated and non-designated heritage assets and their setting.
- 9.22 At the regional level, high quality design is central to all the objectives of the London Plan and is specifically promoted in chapter 7 policies. These include: policy 7.1 which sets out some overarching design principles; policy 7.6 which considers building architecture; policy 7.7 which addresses specific design issues associated with tall buildings; policy 7.8 which seeks to protect heritage assets; policy 7.11 which considers strategic landmarks and wider character; and policy 7.4 which considers local character.
- 9.23 At a local level, Core Strategy Policy CS8 states that the scale of development will reflect the character of the area, while Policy CS9 requires new buildings to be of sympathetic scale and appearance and to be complementary to local identity; the historic significance of heritage assets and historic environment will be conserved whether they are designated or not; new buildings and developments to be based on a human scale and efficiently use a site which could mean some high density development; and tall buildings are generally inappropriate. This is further supported by Development Management policies DM2.1 (Design) and DM2.3 (Heritage).
- 9.24 The proposed building would be identical in design terms and external appearance as the extant planning permission (Planning Permission Ref: P120484). The extant permission was based on the parameters of the previously consented application (Ref: P081100) that has already been implemented, and as such establishes a baseline from which any new

planning application should be assessed. The footprint of the proposed building would be similar to that of the approved building under the implemented scheme by occupying the entire site, with the exception of a 3.5m ground floor set back and colonnade on the Charterhouse Street frontage which has been incorporated to increase the pavement width in this location. Whilst no equivalent set back is proposed on the Farringdon Road frontage as sought by Policy CS7 Part H of the Core Strategy and Policy BC5 of the Finsbury Local Plan, it is noted that the building line would be consistent with that of the approved Crossrail structure immediately to the north of the site, whose location was dictated by the strict operational requirements of the plant to be contained within it. In light of this, the 'fall-back' position created by the implemented planning permission and the wider public realm benefits of improving the quality and accessibility of the public realm in the vicinity of the site secured by financial contribution, it is considered that the proposed building lines are on balance acceptable.

- 9.25 In addition to the abovementioned policy and guidance, London Plan Policy 7.7 states that tall and large buildings should generally be limited to sites in the CAZ whose character would not be affected adversely by the scale, mass or bulk of a tall or large building. Core Strategy Policy CS9 Part E states that *“new buildings and developments need to be based on a human scale and efficiently use the site area, which could mean some high density developments. High densities can be achieved through high quality design without the need for tall buildings. Tall buildings (above 30m high) are generally inappropriate to Islington's predominantly medium to low level character, therefore proposals for new tall buildings will not be supported. Parts of the Bunhill and Clerkenwell key area may contain some sites that could be suitable for tall buildings, this will be explored in more detail as part of the Bunhill and Clerkenwell Area Action Plan.”*
- 9.26 This is further reinforced in Development Management Policy 2.1 Part C, which states that *“the only locations in Islington where tall buildings may be suitable are set out in the Finsbury Local Plan (Area Action Plan for Bunhill and Clerkenwell). Any proposal for tall buildings must meet other design policies and have regard for the criteria set out in English Heritage/CABE's Guidance on tall buildings (2007).”*
- 9.27 Policy BC9 Part B of the Finsbury Local Plan states that *“buildings of 30 metres in height or more may be appropriate only within the areas indicated on Figure 17. These areas include sites identified in Policy BC2 (City Road Basin) and Policy BC3 (Old Street), as well as an area adjacent to the City of London boundary at Moorgate”,* whilst Part C of the same Policy states that *“elsewhere, building heights must respond to the local context, particularly those contextual factors indicated on Figure 17.”*
- 9.28 The application site is not located within one of the areas within Figure 17. Whilst the proposed building would be a tall building (in excess of 30m) and taller than the surrounding buildings, it would at its highest point be lower than that previously consented and partially implemented in 2008. Notwithstanding this the building has been designed in such a way as to

break up its bulk by creating distinct elements that relate positively to the widths of Charterhouse Street and Farringdon Road and the heights of surrounding buildings. This is considered to be an improvement over the implemented consented approval in 2008 where there was no consistent building height. Specifically, a parapet has been introduced to the Farringdon Road and Charterhouse Street elevations that respond sympathetically to the parapet heights of adjoining buildings, in particular the Grade II listed Port of London Authority building.

- 9.29 The mass of the building has been redistributed from that originally consented and implemented in 2008; the total height has been reduced at the corner but increased at the northern end, albeit set back from Farringdon Road. It is considered that the incorporation of setbacks with depths as much as 10m better respect the heights of buildings in the immediate context than the consented and implemented building and would result in a successful townscape in this location in accordance with relevant policies. The current proposal would result in a development that “respects long established building lines and street frontages, utilises design techniques that break up the bulk of new buildings, and relates positively to the width of the street”, as outlined in Policy BC5 of the Finsbury Local Plan.
- 9.30 In terms of detailed design, the fenestration pattern has been altered from the implemented scheme and is considered to have a better relationship with the established fenestration pattern of the area. The incorporation of a robust stone grid at the base of the building with a lighter framed glazed top articulated with a number of setbacks is considered to assist in reducing the perceived bulk of the building. It is commonly recognised in urban design terms that the built form of a building may be treated differently as it presents itself to a corner; however as recognised in the Islington Urban Design Guide it is not always necessary to emphasise this by an increase in building height as was the case in the consented and implemented planning permission. Rather than being marked by an excessive increase in height the corner (and important junction) is now considered to be more appropriately marked by an interesting detail of recess versus projection. It is considered that this alternative treatment is more sensitive to the architecture of surrounding heritage assets and consistent with Policy CS9 of the Core Strategy which welcomes innovative design.
- 9.31 London Plan Policy 7.6 requires developments to be of the highest architectural quality and comprise of materials that complement and not necessarily replicate the local architectural character. The principal cladding materials would be traditional stone and contemporary anodised aluminium. Subject to a condition requiring details and samples of all of the proposed materials (*condition 8*), they are considered to suitably reference and complement the traditional palette of materials in the surrounding area and are acceptable.
- 9.32 London Plan Policy 7.8, Core Strategy Policy CS9, Development Management Policy 2.3 and Policy BC5 of the Finsbury Local Plan requires developments affecting heritage assets and their settings to conserve their

significance by being sympathetic to their form, scale and materials and by being complementary to local identity. As discussed above the development would relate well to the parapet height of the adjoining listed building and in terms of design and materials would preserve the established character and appearance of adjoining conservation areas and the setting of surrounding listed buildings, in particular the Port of London Authority building, Smithfield's Market buildings and 25-27 Farringdon Road. In summary, Design and Conservation Officers consider that the proposed building represents an improvement over the previously consented and implemented planning permission by offering a better response to its context and by better acknowledging local character and distinctiveness.

- 9.33 As stated above, the site is within Site Allocation BC36 of the Finsbury Local Plan, which states that "scale and massing is critical, particularly in terms of impacts on street-level and strategic views, and relationship to neighbouring listed buildings and Conservation Areas (Charterhouse Square, Design considerations and constraints Hatton Garden and Smithfield). Proposals will need to be sensitively designed to conserve and enhance this historic context". In this instance it is considered that the proposed development would meet the above design considerations, whilst it is also important to take into account the previously consented and implemented scheme, and the extant planning permission, which is identical in design terms with the current planning application. Further, it is considered that the proposal would also satisfy all of the criteria set out in Part 4 of English Heritage and CABE's Guidance on Tall Buildings (2007)

#### Strategic and Local Views

- 9.34 The site lies within the foreground of the strategic viewing corridors of Kenwood and Parliament Hill to St. Paul's Cathedral and also within Local View corridor LV1 (Farringdon Road/Clerkenwell Road). Planning policies exist to protect these views and resist development which blocks or detracts from them. A full appraisal of these views demonstrates that by virtue of the proposed development being below the development planes of the strategic viewing corridors they will not be blocked or adversely affected. Similarly, the analysis of local views demonstrates that with the exception of one viewpoint (where the building does not encroach into the viewing plane any further than the previous planning permission) the development would fall outside of the viewing plane of St. Paul's Cathedral and in most views would be obstructed by buildings in the foreground. On this basis the development would not block, detract from or have an adverse effect on any significant protected or unprotected views.

#### Archaeology

- 9.35 The site is located within an Archaeological Priority Area and as such was referred to Historic England (Greater London Archaeology Advisory Service), who provide advice to boroughs in accordance with the NPPF and GLAAS Charter.

- 9.36 The planning application lies in an area where heritage assets of archaeological interest are expected. The NPPF (Section 12) and the London Plan (2015) Policy 7.8 emphasise that the conservation of archaeological interest is a material consideration in the planning process. Paragraph 128 of the NPPF says that applicants should submit desk-based assessments, and where appropriate undertake field evaluation, to describe the significance of heritage assets and how they would be affected by the proposed development. This information should be supplied to inform the planning decision. If planning consent is granted paragraph 141 of the NPPF says that applicants should be required to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) and to make this evidence publicly available.
- 9.37 This application involves a major development including a deepened basement within the Clerkenwell Archaeological Priority Area, in an area where Roman and post-medieval remains could be anticipated. However, the applicant's desk-based assessment notes evidence for extensive damage from the railway, a WW2 V2 rocket and a modern basement such that there is only limited potential for remains to survive. It is acknowledged that back in 20012 with regard to the extant permission, Historic England (GLAAS) advised that no further archaeological investigation was warranted but in view of the possibility highlighted in the desk-based assessment of Roman burials being encountered it is now being recommended by GLAAS that a watching brief should be maintained during reduction of the basement level.
- 9.38 Appraisal of this application using the Greater London Historic Environment Record and information submitted with the application indicates that the development would not cause sufficient harm to justify refusal of planning permission provided that a condition is applied to require an investigation to be undertaken to advance understanding (*Condition 35*).

#### Accessibility

- 9.39 The principles of inclusive and accessible design have been adopted in the design of this development in accordance with London Plan policy 7.2. The provision of level access throughout the building, including terraces is considered to be fundamental to the fulfilment of this policy. The provision of wheelchair accessible lifts and accessible toilets on all floors would ensure the building offers highly accessible accommodation. It is recommended that the provision of the wheelchair accessible lifts and other inclusive design measures be secured by planning condition (*conditions 6 and 7*).
- 9.40 Subject to a condition requiring a wheelchair priority path to be provided (*condition 5*) and an access management plan to be submitted (*condition 21*), the provision of one disabled parking space at basement level (*condition 4*) is considered to be acceptable. As it is not possible to provide further disabled parking spaces on site, a financial contribution towards the provision of a number of a disabled drop-off bays and on-street accessible parking bays (proportionate to the scale and nature of the use) in the



vicinity of the site is considered to be acceptable. Where it might not be possible to implement the accessible parking bays on the street (e.g. as a result of opposition to amending the traffic management order), the contribution would be used towards accessible transport initiatives to increase the accessibility of the area for people with mobility and sensory impairments.

9.41 Finally, the ground floor plans show a revolving door to the main entrance of the new building, with an adjacent pass door for wheelchair users. This is considered unacceptable as it would separate people and could be not considered inclusive. A condition requiring amendments and compliance with the relevant SPD is recommended (*condition 33*).

9.42 **Neighbouring Amenity**

9.43 London Plan policy 7.6 is concerned with ensuring that new buildings do not cause unacceptable harm to the amenities of surrounding sensitive land uses, particularly residential buildings. At the local level, Policy CS7 of the Core Strategy prohibits new developments from overshadowing existing residential buildings and Development Management Policy DM 2.1 seeks to safeguard the amenity of adjoining residential occupiers.

9.44 The site is surrounded by commercial uses to the east, south and west. The nearest residential use is located to the northwest of the site on the upper floors of 17-23 Farringdon Road and at 25-27 Farringdon Road. The part of the building immediately adjacent to Farringdon Road would be of a lower height (39.4m) than both the former building and previously approved building (44.7m). Above this and beyond a setback of 10m, the proposed building would rise by an additional four storeys to 53.6m which would extend back to the eastern boundary of the site.

9.45 Although the development would not encroach directly across the front of the residential units on Farringdon Road, it would be visible from and change the outlook of residents in 17-23 Farringdon Road and to a lesser degree the outlook of residents in 25-27 Farringdon Road. The degree to which this change in outlook would be harmful has to be considered in context. It is acknowledged that as existing the occupiers of buildings on the west side of Farringdon Road enjoy an open aspect; however this is a temporary situation resulting from the construction of Crossrail opposite and proposals for the redevelopment of that site will have to be considered on its merits. Although the proposed buildings would be higher than the existing residential buildings opposite this would not be an unusual relationship in an urban location such as this; the higher part of the building would be located obliquely across the highway and set back by a further 10m from the existing residential units. By virtue of the separation distance and orientation of the proposed development relative to the existing residential units it is not considered that it would result in an undue or unacceptable sense of enclosure or loss of privacy that would justify refusing planning permission.

- 9.46 A number of objections also relate to the potential impact of the proposed development on daylight and sunlight receipt to neighbouring properties. Whilst this issue was fully considered in the assessment of the extant planning permission and found to be acceptable it is acknowledged that as now proposed the mass of the building has been reconfigured and specifically increased at the northern end of the site closer to the residential buildings on Farringdon Road. A full daylight report has therefore been submitted. The BRE guidance states that loss of sunlight to existing buildings may only become an issue if some part of a new development is situated within 90° of due south of a main window wall of an existing building. By virtue of the windows in 17-23 and 25-27 Farringdon Road facing north east there will be no impact on sunlight.
- 9.47 The daylight report concludes that with the exception of two habitable room windows on the fourth floor of 17-23 Farringdon Road the development would not result in any breaches of the Vertical Sky Component (VSC) test as set out in the BRE guidance. The windows would experience a loss of VSC of 31.79% and 27.05% respectively. The BRE guidance states that where any loss is greater than 20% then occupants of the building will notice the reduction in the amount of skylight. Notwithstanding the impact of the development on VSC, the No Sky Line (NSL) test demonstrates that one of the affected windows (serving a living room) would retain a good level of daylight distribution with a minor reduction of 0.8% in the area of the room receiving direct daylight. The BRE guidance states that where any loss in NSL is greater than 20% then this will be noticeable to the occupants with more of the room appearing poorly lit. The single window (serving a living, kitchen and dining room) that fails both the VSC and NSL test (with a reduction of 27.8% in the area of the room receiving direct daylight) would continue to enjoy a view of the sky to a significant proportion of that room, with over 50% of the room able to enjoy a view of the sky.
- 9.48 The BRE guidelines state that the guidelines need to be applied sensibly and flexibly. They are not mandatory but acknowledge that daylight and sunlight are one of the many factors that will need to be weighed in the balance. In recognition of the poor design of the existing building, the densely developed urban context and the relatively minor deviances from the BRE guidance the development would not result in a degree of harm that would warrant refusing planning permission and in view of the planning policy presumption that sites should be developed in such a way as to maximise their potential is considered to be acceptable in this regard.
- 9.49 It is considered that conditions requiring submission of a Construction Logistics Plan and Environmental Impact Report will ensure that the impacts of the construction and future operation of the development on neighbouring occupiers are appropriately mitigated (*conditions 19 and 20*).

### **Sustainability**

- 9.50 London Plan Chapter 5 policies are the Mayor's response to tackling climate change, requiring all development to make the fullest contribution to

climate change mitigation. This includes a range of measures to be incorporated into schemes pursuant to Policies 5.9-5.15. Sustainable design is also a requirement of Islington Core Strategy Policy CS10. Details and specific requirements are also provided within the Development Management Policies and Islington's Environmental Design SPD, which is supported by the Mayor's Sustainable Design and Construction Statement SPG.

- 9.51 The development is located in an urban area where people can access services on foot, bicycle or public transport. It is a mixed use development satisfying key sustainability objectives in promoting the more efficient use of land, and reducing the need to travel.
- 9.52 The BREEAM pre-assessments submitted demonstrate that both the office and retail parts of the development would be capable of achieving a BREEAM 'Excellent' rating, and also provides a margin above this level, which is supported and in accordance with planning policies requiring all development to meet the highest standards of design and construction. It is recommended that the requirement to achieve a BREEAM 'Excellent' rating is required by condition (*condition 24*).
- 9.53 London Plan 2011 policy 5.13 and Core Strategy policy CS10 requires development to utilise Sustainable Urban Drainage Systems (SUDS) to reduce runoff rates. Notwithstanding the commitment to achieve the minimum standard of 50% attenuation of the undeveloped site's surface water run off at peak times, it is recommended that full details of the SUDS calculations and solution be required by condition (*condition 25*). London Plan policy 5.15 requires development to minimise the use of mains water by incorporating water saving measures and equipment. As revised it has been demonstrated that the proposed development would meet best practice water efficiency targets, including by utilising a rainwater harvesting system (as opposed to grey water recycling system) that would meet part of the building's flushing demand and also provide storm water attenuation; it is recommended that full details of the rainwater harvesting system, including a requirement to install the system be required by condition (*condition 26*).
- 9.54 London Plan policy 5.3 and Core Strategy policy CS10 require developments to embody the principles of sustainable design and construction. As part of this proposal consideration has been given to the use of sustainably sourced, low impact and recycled materials including low impact concrete. It is recommended that further details of the sustainability credentials of building materials be required in the form of a green procurement plan by condition (*condition 22*).
- 9.55 London Plan policies 5.10 and 5.11 seek to promote green infrastructure in major developments and policy CS10D of the Core Strategy requires existing site ecology to be protected and for opportunities to improve upon biodiversity to be maximised. The existing site is of no biodiversity or ecology value and although the building would occupy 100% of the site, thereby precluding any potential for mature tree planting, proposals to

create accessible terraces with associated soft landscaping would represent an improvement over the existing situation. The installation of a green roof to the main roof of the building has been discounted by virtue of the constraints imposed by the glazed atrium roof and requirement to ventilate the plant located beneath an open-lattice beam roof and photovoltaic panels above. Whilst this is regrettable it has been justified as not feasible and is considered acceptable when balanced against the benefits of the landscaped terraces and the wider sustainability credentials of this scheme over the extant planning permission. It is recommended that details of the terrace landscaping be required by condition (*condition 15*)

### **Energy Efficiency and Renewable Energy**

- 9.56 The London Plan and Core Strategy require development proposals to make the fullest possible contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy; be lean, be clean, be green. Policy 5.2 of the London Plan requires the submission of a detailed energy assessment setting out efficiency savings, decentralised energy options and renewable energy production.
- 9.57 Policy CS10A of Islington's Core Strategy requires onsite total CO2 reduction targets (regulated and unregulated) against Building Regulations 2010 of 30% where connection to a decentralised energy network is not made and 40% where connection to a decentralised energy network is possible. The London Plan sets out a CO2 reduction target, for regulated emissions only, of 40% against Building Regulations 2010.
- 9.58 In response to the GLA's First Stage referral response, the applicant has also revised the energy strategy to present carbon emission reductions from a 2013 Building Regulations compliant development. These targets have been adjusted for Building Regulations 2013 to 39% where connection to a decentralised energy network is possible, and 27% where not possible. The London Plan sets out a CO2 reduction target, for regulated emissions only, of 40% against Building Regulations 2010 and 35% against Building Regulations 2013.
- 9.59 The applicant has provided a strategy which proposes a "*preferred option for the development is to connect to the nearby Citigen DEN, if a sound technical and business case can be obtained with EON*". Carbon emission reduction based on the preferred option is not presented in the report, as stated "*Given the state of flux of both the Citigen operation, as well as the delay in implementing the Charterhouse Place development due to cross rail, a full feasibility study relating to the use of Citigen for the development, including assessment of potential carbon savings, will be monitored and conducted in due course.*"
- 9.60 London Plan Policies 5.5 and 5.6 and Core Strategy policy CS10 prioritise connection to existing or planned decentralised energy networks where feasible over site wide CHP networks and communal heating and cooling. The proposed site lies adjacent to the Citigen power station. As such, it is recommended that a legal obligation in the section 106 agreement obliges

the owner to carry out a feasibility study into the supply of both heating and cooling to the development from a district heating network, and if found viable to connect and establish the carbon emission savings within an updated energy statement.

9.61 In the event that connection to Citigen is found unviable, the energy strategy proposes a Centralised Energy Solution under two options for the provision of low carbon heating and cooling:

- Option 1: Gas CCHP for a 29.8% final reduction in regulated carbon emissions and 17% total carbon emissions.
- Option 2: Biodiesel CCHP for a 44.0% reduction in regulated carbon emissions and 24% total carbon emissions.

9.62 Council's Energy officers have reviewed the options and advised against option 2 as insufficient evidence has been submitted to address concerns on the long term economic viability of the proposed biodiesel fuelled CCHP. It is considered that there is a risk that if the biodiesel CCHP is found not to be economic to operate then the development will rely more on the potentially lower cost but higher carbon emission sources of on-site heat and cooling supply, namely the gas boilers and chiller plant. As such, in the event that connection to Citigen proves unfeasible under the terms of the section 106 agreement, then option 1 is pursued with the applicant considering additional energy efficiency (lean) measures reduce regulated and unregulated carbon emissions. Suggested measures by the Council's Energy officer are detailed below. A revised energy strategy prior to implementation in the event connection to Citigen is unfeasible will be imposed by condition.

9.63 BE LEAN

9.64 *Energy efficiency standards*

9.65 The energy statement falls short of the council's target for total carbon emission reduction and it is considered that further measures for reduction in the regulated and unregulated carbon emissions be achieved.

9.66 It is considered the development improves the u-values of all the thermal elements, as at present most of these are only meeting the minimum requirements (limiting fabric parameters) under the 2013 Building Regulations. Further, it is recommended the applicant considers improving the boiler seasonal efficiency which is currently 94%, while the heating and cooling controls within the retail areas are improved to provide optimum start/stop, weather compensation and local time control.

9.67 The council's Environmental Design SPD states "The highest possible standards of thermal insulation and air tightness and energy efficient lighting should be specified" and table 2.1 states air tightness of 3.0 or below (where mechanical ventilation with heat recovery is proposed), 5.0 (where no MVHR is proposed) is expected."

- 9.68 Table 4 of the Energy Strategy Report presents a proposed target of  $3\text{m}^3/\text{h.m}^2$ ., which is supported by Energy Officers.
- 9.69 BE CLEAN
- 9.70 *District heating*
- 9.71 As detailed above, it is recommended that the applicant verify, and provide proof where required, that connection to Citigen is viable both in terms of the connection cost and whole-life cost, in comparison to Option 1 as an alternative Energy Strategy. Further, the section 106 obligation will require a commitment to ensuring that the development is designed to allow future connection to a district heating network should it become feasible at a later date.
- 9.72 *Combined Heat and Power*
- 9.73 As detailed above, in the event that connection to Citigen is found unviable, the energy strategy proposes a Centralised Energy Solution under two options for the provision of low carbon heating and cooling. Option 1 is for a Gas CCHP for a 29.8% final reduction in regulated carbon emissions and 17% total carbon emissions and Option 2 is for a Biodiesel CCHP for a 44.0% reduction in regulated carbon emissions and 24% total carbon emissions. Council's Energy officers have advised against option 2 and as such option 1 with additional measures is considered appropriate.
- 9.74 The option of a Gas CCHP results in final carbon emissions of 838.2 tCO<sub>2</sub> and would be required to be offset through a levy of £771,144. This carbon offset levy is to be secured through the section 106 agreement. In the event that connection to Citigen is made, or if unviable, a revised energy strategy is submitted prior to implementation, then this figure would be revised in accordance with those details.
- 9.75 BE GREEN
- 9.76 *Renewable energy technologies*
- 9.77 The Energy Strategy Report proposes a roof mounted solar photovoltaic installation with a capacity of 73kW, which is supported.
- 9.78 In addition to the above, London Plan Policy 5.9 and Islington Core Strategy Policy 10 require proposals to reduce potential for overheating to occur and reduce reliance on air conditioning. Whilst external solar shading is generally regarded as being the most effective means of mitigating against excessive solar gain, this has to be balanced against the design implications of such measures. By virtue of the prominent location of the building and the requirement to minimise the perceived scale and bulk, the use of solar control glazing (coated glass) is considered to be acceptable. It is however considered that there is scope for the use of the central atrium to facilitate passive ventilation and cooling of the office space in accordance with the requirements of policy CS10 of the Core Strategy and

it is recommended that a feasibility study be required by condition (*condition 23*).

- 9.79 In summary it is considered that the preferred option of connecting to the existing district network for heating and cooling (subject to feasibility) is considered appropriate, and should this prove unfeasible then the option of a Gas CCHP with additional energy measures under a revised energy strategy is an appropriate alternative for the scheme. These are to be secured via conditions and s106 obligations.

### **Highways and Transportation**

- 9.80 The site is boarded by the TLRN (Farringdon Rd) and a borough boundary road (Charterhouse Street), which is managed by City of London. The site has the highest Public Transport Accessibility Level (PTAL) of 6b (Excellent) and is located within a Controlled Parking Zone. The site is located in close proximity to Farringdon Underground and Thameslink Station (325m), Chancery Lane Underground Station (455m) and Barbican Underground Station (605m). The opening of Crossrail in 2018 would further improve the accessibility of the site.
- 9.81 It is located close to a number of bus routes on Farringdon Road, Holborn Viaduct and Clerkenwell Road, numerous cycle hire docking stations and a taxi rank. Transport for London is the Highway Authority for Farringdon Road, a classified road and TLRN and City of London is the Highway Authority for Charterhouse Street.
- 9.82 Other relevant features around the site include the crossing facilities at the junction of Farringdon Road and Charterhouse Street. A petition to the GLA in 2014 requested improvements to this crossing, particularly on the northern arm of the junction across Farringdon Road. The petitioner highlighted the lack of pedestrian crossing provision at this junction, which has been compounded by the Crossrail work site that prevents pedestrian access northbound on eastern side of Farringdon Road.
- 9.83 The site is adjacent to TfL's North South cycle superhighway proposals on Farringdon Road which will improve cycle safety and priority in the area. The site is adjacent to the Sustrans local cycle route on the Charterhouse Street. To maximise pedestrian and cycle safety with clear sightlines and unobstructed kerb lines on Charterhouse Street, the council is keen to minimise kerb-side activities (avoid on-street servicing and deliveries and/or disabled parking provision), especially on the northern footway adjacent to the Charter House site.
- 9.84 The site is currently being used by Crossrail Ltd who are building the Farringdon West Crossrail station, including the platforms, connecting passages, lifts, escalators and connection to the new Station building on Cowcross Street.
- 9.85 A transport assessment has been submitted with the application and concludes that subject to appropriate mitigating measures; including

submission of a travel plan (to be secured in the S106 legal agreement) the proposed development would have a negligible impact on the surrounding transport network.

#### Pedestrian Access

- 9.86 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for walking. The PTAL of the site to bus and train services maximises the opportunity for visitors and employees to walk all or part of their trips to the site.
- 9.87 Development Management Policy DM8.4 (Walking and cycling), Part F states that there should be no road safety conflicts where pedestrians have to share space with vehicles/cyclists. Cycle lanes will be separate to the footway so no conflict is possible. Access to cycle parking will be from ground level (side entrance) to the basement, via dedicated good lift or via the Snow Hill Ramp.
- 9.88 It is noted that the proposed development would be capable of accommodating approximately 272 less employees than the implemented planning permission and it therefore follows that it would have correspondingly less impact. Notwithstanding this, a financial contribution of £210,000 has been secured for Transport for London to undertake pedestrian safety measures on the Farringdon Road. TfL have advised that this contribution be secured towards the implementation of the North to South Cycle Superhighway as these now incorporate the Farringdon Road works together with a design for the development which accommodates the Superhighway and associated public realm works.
- 9.89 Additionally, a financial contribution of £20,000 towards bus stop improvements is also secured as part of the legal agreement.

#### Vehicle parking

- 9.90 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). Normal staff parking will not be permitted. No car parking is being proposed as part of the development.
- 9.91 Wheelchair accessible parking should be provided in line with Development Management Policy DM8.5 (Vehicle parking), Part C (Wheelchair accessible parking). The proposal is in line with this policy, and includes the provision for one onsite disabled car parking space. This will leave the surface level kerb-side space on Charterhouse Street free of visual and physical obstructions that will improve pedestrians and cyclist safety in the immediate area.
- 9.92 As such, the development would be car-free and consistent with policy CS10 of the Core Strategy. Any impacts arising from the construction of the



building would be controlled by the submission of a Construction Management Plan.

#### Cycle access and parking

- 9.93 Core Strategy Policy CS10 (Sustainable design), Part H seeks to maximise opportunities for cycling. The provision of 327 cycle parking spaces as part of the new proposals meet the councils DM policy thresholds.
- 9.94 Development Management Policy DM8.4 (Walking and cycling), Part C requires the provision of secure, sheltered, integrated, conveniently located, adequately lit, step-free and accessible cycle parking. Cycle parking is proposed at basement level via the service lift (step free) from Farringdon Road or via the ramp on West Smithfield Road. However, to ensure convenient and safe access for cyclists during morning and evening arrive/departure times, the servicing and delivery strategy, secured through Condition 21, should minimise servicing and delivery activities during these times to prevent conflict, especially for those using the direct access via the ramp and basement.
- 9.95 Development Management Policy DM8.4 (Walking and cycling), Part E requires publically accessible uses (including A1, A2, A3, D1 and D2) to contribute financially to cycle parking in the public realm. This contribution is captured by Islington's CIL (Community Infrastructure Levy).

#### Physical impacts on the on-street network

- 9.96 To provide a safe environment for pedestrian and cycle movements, council aspirations are to minimise the kerbside activities on Charterhouse Street adjacent to the proposed development site to allow clear sight lines and obstacle free cycling on this local Sustrans cycle route.
- 9.97 Any alternations to street furniture (lamp posts, street signs, parking bay changes) will be required to fund changes to traffic orders, where necessary. The contribution towards borough cycle network, cycle superhighways and way-finding boards is captured by Islington's CIL.

#### Additional Mitigating measures

- 9.98 Potential measures to mitigate the impact of this development include improvements to the footway along Charterhouse Street with a contribution to improve the public realm at the junction with St John St and the Grand Ave (through Smithfields). Improvements would include the creation of a better quality public space that way-finds people to either the eastern (Barbican) and/or western (Farringdon) Crossrail station entrances. These contributions would be captured by the financial payment made by the development to the Islington CIL.

#### Servicing, deliveries and refuse collection

- 9.99 In line with Development Management Policy 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 (demonstrated by a swept path analysis). The Council welcomes the provision of on-site servicing and delivery at basement level. This will minimise the impacts of the development on surface level kerbside activities along Charterhouse Street, including maintaining clear sight lines for pedestrians and cyclists, particularly those using Farringdon Road or the Sustrans local cycle route on Charterhouse Street.

- 9.100 Development Management Policy 8.2 Part A (v) states that developments are required to adequately address delivery, servicing and drop-off requirements, whilst Policy 8.6 Part A seeks provision for delivery off-street, particularly for commercial developments over 200m<sup>2</sup> gross floor area. In this instance, the site is capable of providing off-street arrangements given access to the basement of the site via the Snow Hill ramp, which is located in West Smithfield Road in the City of London and is shared by a number of operators. In terms of servicing and delivery to the site, the type of delivery vehicles required to service the proposed office and retail use would be vans that would not cause obstruction to other road users and would not have an adverse impact on the highway. Furthermore, these arrangements would be in compliance with Finsbury Local Plan Policy BC5 Part C, where *“servicing must be located to remove conflicts and maximise efficiency of space and use. Shared service bays, basements and access/egress with neighbouring buildings should be considered to achieve the most efficient use of space.”*
- 9.101 In so far as waste collection is concerned, the Council’s Refuse and Recycling Storage Requirements document (March 2012) states that *‘Any part of a building through which a waste collection vehicle passes must have a minimum clear height of 4.5m to allow for overhead fixtures and fittings’*. The submitted Waste Management Strategy states that a 3.8m height clearance is provided and the appointed commercial waste management contractor will be required to use a vehicle that is compatible with this minimum clearance. Given the existing constraints of the Snow Hill access ramp, which has a 3.8 metre clearance height, Council officers requested further details with regard to the waste collection arrangements for the site. These details included the type and size of servicing vehicles to be use by the appointed waste collection contractor and confirmation that it can operate within the space constraints of the proposed basement level servicing area, swept path analysis for the type/size of vehicle that will service the site, delivery hours and the times that waste will be collected, the vehicle waiting times (duration to undertake waste collection) so that waste collection and delivery (pick up and drop offs) can be coordinated and managed comfortably at basement level, collection/delivery frequency and confirmation that the proposed basement waste collection area will also be the servicing/delivery location for drop off and collection of deliveries for both commercial and retail activities rather than on-street.
- 9.102 This information was considered by the Council’s Spatial Transportation officers, who concluded that the waste arrangements were acceptable

given the 3.8m clearance height at the ramp's entrance. Whilst this height is less than the minimum clearance as stated in the Recycling and refuse document, it is considered that the applicant has demonstrated through the submission of further servicing and delivery details that the waste requirements of the development can be accommodated. Further, this existing constraint should be considered in light of Finsbury Local Plan Policy B5, which advocates using shared service bays to achieve the most efficient use of space. It has been demonstrated that the basement has sufficient capacity to facilitate vehicle manoeuvres which would minimise impacts on the local highway. Subject to a condition requiring the vehicle circulation area to be kept free of obstruction (*condition 16*) and the submission of a final delivery and service management plan including the information submitted as part of the application, the proposals are considered to be acceptable in this regard (*condition 21*). It should also be noted that the Council's Refuse and Recycling team have not objected to the proposal and stated that the submitted information is acceptable.

- 9.103 An objection has been received on behalf of Crossrail (which was submitted separately to Crossrail's statutory response to the Council), which states that the Snow Hill ramp entrance has a clearance height of only 3.56 metres in height. This was forwarded to the applicant, who have responded as follows:

*"AKTII have actually measured the height on site and confirmed as 3.8m to the underside of the beam at the entry point to the GM basement. However; it is annotated as 3.56m headroom clearance at the entry point. As you may be aware that the GM basement was operated as a public car park operated by NCP and the actual sign was put up by NCP to restrict high sided vehicles at that time of their operation and the sign remained at the entrance even after they ceased their car park operation. It is not unusual to specify headroom clearance below the actual headroom."*

- 9.104 Therefore, the actual clearance height at this entrance is 3.8 metres and the proposal has been considered on this basis accordingly.

- 9.105 Servicing vehicles would be able to enter and exit the Snow Hill ramp in a forward gear, however getting out of the loading bay at basement level would require a reversing movement. However, as this movement is not taking place in a highly trafficked public place where conflict between vehicles, pedestrians and cyclists would increase safety risks, it is not considered that there would be a negative impact on pedestrian and highway safety. Further, any impacts between users of the basement level access would be managed and mitigated through the Waste Management Strategy, which is to be secured by condition.

#### Refuse and Recycling

- 9.106 The proposed commercial refuse and recycling storage area would be located at basement level with collection from basement level on a daily basis. The collection/delivery frequency would amount to 2 waste collection trips (4 traffic movements) that will be generated per day that is one for

office waste, the other for retail waste. Council's Refuse and Recycling team have commented on the application and stated that the proposal is acceptable for waste management and recycling. It is recommended that provision of these facilities be required by planning condition prior to first occupation (*condition 14*).

Vehicular Access (Snow Hill ramp)

- 9.107 The development is dependent on access to the basement via the Snow Hill ramp, which falls outside of the application site boundary. It is considered that a condition (or s106 obligation) be imposed preventing construction and occupation of the site unless the owner of the application site has access to this vehicular ramp at all times.

### **Planning Obligations, Community Infrastructure Levy and local finance considerations**

- 9.108 CIL
- 9.109 Since both the implemented planning permission (Ref: P081100) and extant planning permission (Ref: P120484) were approved the Islington Community Infrastructure Levy (CIL) has come into effect as of 1<sup>st</sup> September 2014, and this would apply to this development.
- 9.110 Additionally, the Mayor's Community Infrastructure Levy CIL (currently £50 per square metres) is applicable to the application. An appropriately worded informative is recommended to draw the agent's attention to the CIL liability. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's Community Infrastructure Levy (CIL) will be chargeable on this application in the case of it being granted planning permission. In the event that the application is approved, CIL would be payable to the London Borough of Islington after the planning consent has been implemented and will be used by the Mayor of London to pay for Crossrail in accordance with CIL Regulations 2010 (as amended).
- 9.111 The GLA have stated in their first stage response that the Mayoral CIL will be treated as a credit towards the section 106 Crossrail liability and this should be reflected in the wording of the section 106 agreement.
- 9.112 The CIL contributions are calculated in accordance with the Mayor's and Islington's adopted Community Infrastructure Levy Charging Schedules. CIL would be payable to the London Borough of Islington following implementation of the planning consent. The following CIL contributions have been calculated for the proposed development based on the proposed amount of additional floorspace:
- Mayoral CIL - £1,335,223.99
  - Islington CIL - £2,433,788.98

- 9.113 With regard to the Islington CIL, the following obligations from the extant s106 legal agreement (Ref: P120484) would not be applied in the s106 agreement for the current scheme given these obligations are now captured by the Islington CIL. They are:
- Community Facilities Contribution and Improvements
  - Open Space Facilities Contribution
  - Sports and Recreation Contribution and Improvements
  - Sustainable Transport and Public Realm Contribution and Improvements
- 9.114 Planning Obligations
- 9.115 The officer recommendation of approval is also subject to the Heads of Terms as set out in Appendix 1 – Recommendation B, to be included in a Section 106 Agreement attached to any planning permission, in order to secure compliance with planning policy and mitigate the impacts of the development on surrounding infrastructure.
- 9.116 The proposed development generates a requirement for s106 contributions towards off-site housing (£1,164,740), employment and training (£130,241), accessible transport improvements (£52,000), TfL improvement works to Farringdon Road (£210,000), TfL improvement works to bus stop accessibility (£20,000), Code of Construction Monitoring Fee (£25,127), carbon off-setting (£771,144), Crossrail contribution of £3,365,080 minus any Mayoral CIL credit).
- 9.117 Additional obligations include the repair and reinstatement of the footways and highways adjoining the development site, compliance with the Code of Local Procurement and Code of Employment and Training, facilitation of 17 work placements during construction, a Green travel plan, a permanent plaque to commemorate victims of a V2 rocket attack has also been secured, and feasibility study on connecting to the Citigen district heating network.
- 9.118 It is considered that these contributions are necessary to make the development acceptable in planning terms; the impacts are directly related to the development and fairly and reasonably related in scale and kind to the proposals and would comply with the Community Infrastructure Levy Regulations.
- 9.119 None of the financial contributions included in the draft Section 106 agreement represent general infrastructure, so the pooling limit does not apply. Furthermore, none of the contributions represent items for which five or more previous contributions have been secured.
- 9.120 The carbon offset and accessible transport contributions are site-specific obligations, both with the purpose of mitigating the negative impacts of this

specific development. The carbon offset contribution figure is directly related to the projected performance (in terms of operation emissions) of the building as designed, therefore being commensurate to the specifics of a particular development. This contribution does not therefore form a tariff-style payment. Furthermore, in the event that policy compliant on-site accessible car parking spaces had been provided by the development (or other accessibility measure) a financial contribution would not have been sought. Therefore this is also a site-specific contribution required in order to address a weakness of the development proposal, thus also not forming a tariff-style payment.

- 9.121 The highway and footway reinstatement requirement is also very clearly site-specific. The total cost will depend on the damage caused by construction of this development, and these works cannot be funded through CIL receipts as the impacts are directly related to this specific development.
- 9.122 None of these contributions were included in Islington's proposed CIL during viability testing, and all of the contributions were considered during public examination on the CIL as separate charges that would be required in cases where relevant impacts would result from proposed developments. The CIL Examiner did not consider that these types of separate charges in addition to Islington's proposed CIL rates would result in unacceptable impacts on development in Islington due to cumulative viability implications or any other issue.
- 9.123 Islington's CIL Regulation 123 infrastructure list specifically excludes measures that are required in order to mitigate the direct impacts of a particular development. This means that the measures required to mitigate the negative impacts of this development in terms of carbon emissions, lack of accessible parking spaces and local accessibility cannot be funded through Islington's CIL. Separate contributions are therefore needed to pay for the necessary carbon offset, accessible transport, highway reinstatement and local accessibility investment required to ensure that the development does not cause unacceptable impacts on the local area.

### **Other Matters**

- 9.124 Access to the Crossrail worksite is required by Crossrail contractors via the basement of the site for the duration of the Crossrail works. The precise nature and number of lorry movements is subject to approval under Schedule 7 of the Crossrail Act. In order to safeguard the access and to not impede the construction of this major infrastructure project Crossrail have recommended that conditions be attached to require the submission and approval of relevant method statements (*conditions 28, 29 and 30*).
- 9.125 The applicant has submitted a report to assess the implications of the proposed development on the operation of the adjacent Citigen plant and vice versa. The modelling concludes that the development would not result in any notable or material increase in maximum concentration of emissions and that the existence of the plant would not compromise the air quality for

future occupiers of the building. Notwithstanding this, it is recommended that details of the means of ventilation of the building be required by condition (*condition 9*).

## **10. SUMMARY AND CONCLUSION**

### **Summary**

- 10.1 The redevelopment of this site to provide a mix of Class A1 retail and Class B1 office accommodation in the CAZ would be entirely appropriate in this highly accessible location. The proposed building would make a positive contribution to the local townscape and in terms of height, form and scale would not detract from the setting of surrounding listed buildings or the character or appearance of surrounding conservation areas.
- 10.2 The development would be highly sustainable and energy efficient in compliance with relevant planning policies. Subject to appropriate contributions the development would mitigate its impacts on local infrastructure and would contribute towards the provision of off-site housing. Suitable cycle storage facilities have also been secured.
- 10.3 The proposed development would not cause demonstrable harm to the amenities of any neighbouring occupiers in terms of loss of daylight, sunlight, outlook, sense of enclosure or privacy.
- 10.4 The scheme is therefore considered acceptable and recommended for approval subject to appropriately worded conditions and s106 obligations and contributions to mitigate against its impact.

### **10.5 Conclusion**

- 10.6 It is recommended that planning permission be granted subject to conditions and s106 legal agreement heads of terms for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

# APPENDIX 1 – RECOMMENDATIONS

## RECOMMENDATION A

That the Committee resolve to GRANT planning permission subject to any **direction by The Mayor to refuse the application or for it to be called in for determination by the Mayor of London.** Therefore, following the Council's resolution to determine the application, the application shall then be referred to the Mayor of London in accordance with Article 5 of the Town and Country Planning (Mayor of London) Order 2008 – allowing him 14 days to decide whether to:

- a. allow the draft decision to proceed unchanged; or
- b. direct the Council under Article 6 to refuse the application; or
- c. issue a direction under Article 7 that he is to act as the Local Planning Authority for the purpose of determining the application.

## RECOMMENDATION B

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

1. 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. Conditions surveys may be required.
2. Compliance with the Code of Employment and Training.
3. Facilitation, during the construction phase of the development, of 17 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 £85,000.
4. Compliance with the Code of Construction Practice, including a monitoring fee of £25,127 and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
5. The provision of an additional number of accessible parking bays (26) or a contribution towards bays or other accessible transport initiatives of £52,000.
6. 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: £591,376 (642.8 tCO<sub>2</sub> X £920) – based on information submitted in Energy Strategy.

7. 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.
8. Submission of a Green Performance Plan.
9. 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).
10. Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106.
11. Payment towards employment and training for local residents of a commuted sum of £ 130,241.
12. For proposals with an increase in office floorspace in the Central Activities Zone, the provision of a mix of uses including housing or a contribution towards provision of off-site affordable housing where it is accepted that housing cannot be provided on site. A contribution towards provision of off-site affordable housing of £1,164,740.
13. Memorial plaque (not to exceed £10,000)
14. A contribution towards improving bus stop accessibility for nearby facilities on Farringdon Road and Farringdon South of £20,000
15. A contribution of £210,000, as previously secured towards improvement works to Farringdon Road.
16. Crossrail contribution of £3,365,080 minus any Mayoral CIL credit.
17. All payments to the Council are to be index-linked from the date of Committee are due upon implementation of the planning permission.

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

refuse the application on the grounds that the proposed development, in the absence of a Deed of Planning Obligation is not acceptable in planning terms.

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

## RECOMMENDATION C

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

### List of Conditions:

<b>1</b>	<b>Commencement</b>
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
<b>2</b>	<b>Approved Plans List</b>
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Drawing Nos. 0843 P125; 0843 P126 Rev A; 0843 P127 Rev A; 0843 P128; 0843 P129; 0843 P130; 0843 P131; 0843 P132; 0843 P133; 0843 P134; 0843 P135; 0843 P136; 0843 P137; 0843 P138; 0843 P139; 0843 P153; 0843 P154; 0843 P165; 0843 P166; 0843 P167; 0843 P168; 0843 P6004; 0843 P6005; 0843 P6006; 0843 P1002; 0843 P1003; 0843 P1002.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
<b>3</b>	<b>Class B1 Use Restrictions</b>
	<p>CONDITION: The B1 (Business) floorspace shall be strictly limited to uses within Use Class B1(a) and B1(b). No planning permission is hereby granted for purposes within Use Class B1(c) – for any industrial process – of the Schedule to the Town and Country Planning (Use Class) Order 1987 as amended 2005 (or the equivalent use within any amended/updated subsequent Order).</p> <p>REASON: The restriction of the use invokes the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 1995.</p>

<p><b>4</b></p>	<p><b>Accessible Parking</b></p> <p>CONDITION: The disabled parking space shown on drawing no. P126 Rev A hereby approved shall be provided prior to the first occupation of the building. The disabled parking bay shall be appropriately line-marked and thereafter kept available for the parking of vehicles at all times. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing the provision of an appropriate number and standard of disabled parking spaces.</p>
<p><b>5</b></p>	<p><b>Way Marking</b></p> <p>CONDITION: A wheelchair priority path shall be provided and appropriately line-marked between the hereby approved basement level disabled parking bay and service corridor access doors prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing the provision of safe access to the building.</p>
<p><b>6</b></p>	<p><b>Inclusive Design</b></p> <p>CONDITION: The development shall be designed and implemented in accordance with the principles of Inclusive Design. To achieve this:</p> <ul style="list-style-type: none"> <li>a) At least one accessible WC measuring at least 1500x2200mm and fitted with outward opening doors shall be provided at ground and all upper floors;</li> <li>b) The lifts shall be provided as shown on the plans hereby approved and installed and operational prior to the first occupation of the building;</li> <li>c) A manoeuvring space of at least 1500x1500mm shall be provided in front of all lift entrances;</li> <li>d) Level thresholds shall be provided to all external terraces.</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to facilitate and promote inclusive and sustainable communities.</p>
<p><b>7</b></p>	<p><b>Lifts</b></p> <p>CONDITION: All lifts serving the accommodation hereby approved shall be installed and operational prior to the first occupation of the office floorspace hereby approved.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure that adequate access is provided to the office floorspace at all floors.</p>
<p><b>8</b></p>	<p><b>Materials</b></p> <p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of relevant works on site. The details and samples shall include:</p> <ul style="list-style-type: none"> <li>a) Limestone cladding (including textured reveals);</li> </ul>

	<p>b) Polished black granite;  c) Anodised aluminium window frames (including fins);  d) Metal louvers;  e) Framed glazed balustrade; and  f) Any other materials.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter. REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
<b>9</b>	<b>Ventilation</b>
	<p>CONDITION: Prior to any superstructure works for the development hereby approved commencing on site, details of any proposed fan assisted or otherwise forced ventilation systems and any necessary ducting shall be submitted to and approved in writing by the Local Planning Authority. This shall include all details of anticipated noise levels. The ventilation system shall be installed as approved before the residential units are occupied or, in the case of non-residential units, before the use is commenced and permanently maintained as such thereafter.</p> <p>REASON: In the interests of protecting the integrity of noise mitigation measures while providing adequate ventilation.</p>
<b>10</b>	<b>Fixed Plant (Compliance)</b>
	<p>CONDITION: 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 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 the operation of fixed plant does not impact on residential amenity.</p>
<b>11</b>	<b>Retail Opening Hours</b>
	<p>CONDITION: The ground floor retail uses hereby approved shall not operate except between the hours of 07:00 and 23:30 on any day.</p> <p>REASON: To ensure that the operation of the retail units does not impact on residential amenity.</p>
<b>12</b>	<b>Shopfront Glass</b>
	<p>CONDITION: The window glass of all ground floor commercial units shall not be painted, tinted or otherwise obscured and no furniture or fixings which may obscure visibility above a height of 1.4m above finished floor level be placed within 2.0m of the inside of the window glass.</p> <p>REASON: In the interest of securing passive surveillance of the street, an appropriate street frontage appearance and preventing the creation of dead/inactive frontages.</p>
<b>13</b>	<b>Bicycle Storage</b>

	<p>CONDITION: The bicycle storage area, which shall provide for no less than 327 bicycle spaces and shower and changing facilities shall be provided in accordance with the hereby approved plans prior to the first occupation of the development and maintained as such thereafter.</p> <p>REASON: To ensure adequate cycle parking and associated facilities are available and easily accessible on site and to promote sustainable modes of transport.</p>
<b>14</b>	<b>Recycling/Refuse Storage Provision</b>
	<p>CONDITION: The dedicated refuse/recycling store shown on drawing no. P26 Rev A hereby approved shall be provided prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.</p>
<b>15</b>	<b>Landscaping</b>
	<p>CONDITION: A landscaping scheme for each of the proposed terraces shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of relevant works on site. The landscaping scheme shall include the following details:</p> <ul style="list-style-type: none"> <li>a) an updated Access Statement detailing routes through the landscape and the facilities it provides;</li> <li>b) a biodiversity statement detailing how the landscaping scheme maximises biodiversity (including the provision of bats and bird nest boxes);</li> <li>c) proposed trees and associated planters: their location, species and size;</li> <li>d) soft plantings: including grass and turf areas, shrub and herbaceous areas;</li> <li>e) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails and hedges;</li> <li>f) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces;</li> <li>g) any other landscaping feature(s) forming part of the scheme.</li> </ul> <p>All landscaping in accordance with the approved scheme shall be completed/planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall have a two year maintenance/watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.</p> <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.</p>
<b>16</b>	<b>Vehicle Circulation</b>
	<p>CONDITION: The vehicle circulation area shall be maintained in an unobstructed</p>

	<p>condition at all times to be capable of allowing vehicles to enter and exit the Snow Hill ramp in a forward gear.</p> <p>REASON: To ensure that the traffic generated by the proposed development does not prejudice the free flow of traffic nor public safety.</p>
<b>17</b>	<b>Petrol/Oil Interceptors</b>
	<p>CONDITION: Petrol/oil interceptors shall be fitted in all car parking areas hereby approved and maintained as such thereafter.</p> <p>REASON: In order to protect the environment and particularly water quality.</p>
<b>18</b>	<b>Piling Method Statement</b>
	<p>CONDITION: No impact piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.</p> <p>Reason: The proposed works will be in close proximity to underground sewerage and water utility infrastructure. Piling has the potential to impact on local underground sewerage and water utility infrastructure.</p>
<b>19</b>	<b>Construction Logistics Plan (CLP)</b>
	<p>CONDITION: No development shall take place unless and until a Construction Logistics Plan (CLP) has been submitted to and approved in writing by the Local Planning Authority. The approved CLP shall be adhered to throughout the construction period. The CLP shall provide details of:</p> <ol style="list-style-type: none"> <li>1. the parking of vehicles of site operatives and visitors</li> <li>2. loading and unloading of plant and materials</li> <li>3. storage of plant and materials used in constructing the development</li> <li>4. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate</li> <li>5. wheel washing facilities</li> <li>6. measures to control the emission of dust and dirt during construction</li> <li>7. a scheme for recycling/disposing of waste resulting from demolition and construction works</li> </ol> <p>The report shall assess the impacts during the construction phases of the development on the Transport for London controlled Farringdon Road, nearby residential amenity and other occupiers together with means of mitigating any identified impacts. The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure highway safety and free flow of traffic on Farringdon Road, local residential amenity and mitigate the impacts of the development.</p>
<b>20</b>	<b>Environmental Impact Report</b>
	CONDITION: A report assessing the environmental impacts (including but not

	<p>limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site. The report shall assess impacts:</p> <ul style="list-style-type: none"> <li>a) during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts; and</li> <li>b) during the operational phase of the development on the proposed occupiers of the development together with nearby residents and the relevant mitigation measures.</li> </ul> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not impact on residential amenity.</p>
<b>21</b>	<b>Delivery and Service Management Plan</b>
	<p>CONDITION: A delivery and service management plan shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development. The plan shall include details of all servicing and delivery requirements of the site, including waste and recycling collection and details of how safe access to and from the disabled parking bay shall be provided and managed.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In order to secure highway safety and free flow of traffic on Farringdon Road, local residential amenity and mitigate the impacts of the development.</p>
<b>22</b>	<b>Green Procurement Plan</b>
	<p>CONDITION: No development shall take place unless and until a Green Procurement Plan has been submitted to and approved in writing by the Local Planning Authority. The Green Procurement Plan shall demonstrate how the procurement of materials for the development will promote sustainability: use of low impact, sustainably sourced, reused and recycled materials, including reuse of demolition waste.</p> <p>REASON: To ensure sustainable procurement of materials which minimises the negative environmental impacts of construction.</p>
<b>23</b>	<b>Thermal modelling</b>
	<p>CONDITION: Details of passive design and other measures incorporated within the scheme (including details of the feasibility of using external solar shading and of maximising passive ventilation, including through the atrium) to ensure adaptation to higher temperatures (taking climate change projections into account) should be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site and shall be operational prior to the first occupation of the development hereby approved. These details shall include the results of thermal modelling (under the higher future temperatures projected as a result of climate change) for non air conditioned internal spaces to demonstrate that the likelihood of internal overheating has been minimised. The development shall be</p>

	<p>carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: In the interest of adapting to climate change and to secure sustainable development.</p>
<b>24</b>	<b>BREEAM</b>
	<p>CONDITION: The development shall achieve a BREEAM Office (2011) and BREEAM Retail (2011) rating of no less than 'Excellent'.</p> <p>REASON: In the interest of addressing climate change and to secure sustainable development.</p>
<b>25</b>	<b>SUDS</b>
	<p>CONDITION: Development shall not commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed.</p> <p>REASON: The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community.</p>
<b>26</b>	<b>Rainwater Recycling</b>
	<p>CONDITION: Details of the rainwater recycling system shall be submitted to and approved in writing by the Local Planning Authority prior any superstructure works commencing onsite. The details shall also demonstrate the maximum level of recycled water that can feasibly be provided to the development; and how the scheme will be designed to provide stormwater attenuation.</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>
<b>27</b>	<b>Renewable Energy (Compliance)</b>
	<p>CONDITION: In the event that it is concluded that connection to Citigen under the section 106 obligation is not feasible or technically or economically viable, a revised Energy Strategy, which shall provide for a Gas CCHP, photovoltaic panels and investigating additional energy efficiency measures to reduce regulated and unregulated carbon emissions in comparison with total emissions from a building which complies with Building Regulations 2010, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The final agreed scheme shall be installed and operational prior to the first occupation of the development.</p>



	<p>REASON: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO<sub>2</sub> emission reduction targets by energy efficient measures/features and renewable energy are met.</p>
<b>28</b>	<p><b>Safeguarding Crossrail (for foundation design, noise, vibration and settlement)</b></p> <p>CONDITION: None of the development hereby permitted shall be commenced until detailed design and construction method statements for all of the ground floor structures, foundations and basements and for any other structures below ground level, including piling (temporary and permanent), have been submitted to and approved in writing by the Local Planning Authority which:-</p> <ul style="list-style-type: none"> <li>(i) Accommodate the proposed location of the Crossrail structures including tunnels, shafts and temporary works,</li> <li>(ii) Accommodate ground movement arising from the construction thereof,</li> <li>(iii) Mitigate the effects of noise and vibration arising from the operation of the Crossrail railway within the tunnels and other structures.</li> <li>(iv) Mitigate the effects on Crossrail, of ground movement arising from development</li> </ul> <p>The development shall be carried out in all respects in accordance with the approved design and method statements. All structures and works comprised within the development hereby permitted which are required by paragraphs 1(i), 1 (ii), 1 (iii) and 1(iv) of this condition shall be completed, in their entirety, before any part of the building[s] hereby permitted is/are occupied.</p> <p>REASON: In order to safeguard future transport development.</p>
<b>29</b>	<p><b>Safeguarding Crossrail (Concurrent Working)</b></p> <p>CONDITION: None of the development hereby permitted shall be commenced until a method statement has been submitted to, and approved in writing, by the Local Planning Authority to include arrangements to secure that, during any period when concurrent construction is taking place of both the permitted development and of the Crossrail structures and tunnels in or adjacent to the site of the approved development, the construction of the Crossrail structures and tunnels is not impeded.</p> <p>REASON: In order to safeguard future transport development.</p>
<b>30</b>	<p><b>Safeguarding Crossrail</b></p> <p>CONDITION: No works below ground level comprised within the permitted development shall be carried out at any time:</p> <ul style="list-style-type: none"> <li>(i) when a tunnel boring machine is operating within 100 metres of the land on which the permitted development is situated;</li> <li>(ii) when sprayed concrete lined tunnels or compensation grouting works are</li> </ul>

	<p>being undertaken in close proximity.</p> <p>REASON: In order to safeguard future transport development.</p>
<b>31</b>	<p><b>SUDS Management &amp; Maintenance Plan</b></p> <p>CONDITION: No development shall take place unless and until a detailed implementation, maintenance and management plan of the approved sustainable drainage scheme has been submitted to and approved in writing by the Local Planning Authority.</p> <p>Those details shall include:</p> <ol style="list-style-type: none"> <li>I. a timetable for its implementation, and</li> <li>II. a management and maintenance plan for the lifetime of the development which shall include the arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.</li> </ol> <p>No building(s) hereby approved shall be occupied unless and until the approved sustainable drainage scheme for the site has been installed /completed strictly in accordance with the approved details.</p> <p>The scheme shall thereafter be managed and maintained in accordance with the approved details.</p> <p>REASON: To ensure that sustainable management of water and minimise the potential for surface level flooding.</p>
<b>32</b>	<p><b>Thames Water</b></p> <p>CONDITION: Development should not be commenced until: Impact studies of the existing water supply infrastructure have been submitted to, and approved in writing by, the local planning authority (in consultation with Thames Water). The studies should determine the magnitude of any new additional capacity required in the system and a suitable connection point.</p> <p>REASON: To ensure that the water supply infrastructure has sufficient capacity to cope with the/this additional demand.</p>
<b>33</b>	<p><b>Inclusive Design</b></p> <p>CONDITION: Notwithstanding what is shown on the drawings hereby approved, prior to commencement of any works above ground level details (including plans, sections and elevations) of the main entrance to the new building and a detailed assessment of this part of the development against all relevant requirements of Islington's Inclusive Design SPD and other relevant policies and guidance shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>In the event that this part of the proposed development fails to comply with the requirements of relevant policy and guidance and the justification for any non-</p>

	<p>compliance is not accepted by the Local Planning Authority, no works above ground level shall commence until amended drawings (including plans, sections and elevations) have been submitted to and approved in writing by the Local Planning Authority.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure the development is of an inclusive design.</p>
<b>34</b>	<p><b>TfL (London Underground)</b></p> <p>CONDITION: The development hereby permitted shall not be commenced until detailed design and method statements (in consultation with London Underground) for all of the foundations, basement and ground floor structures, or for any other structures below ground level, including piling (temporary and permanent), have been submitted to and approved in writing by the local planning authority which:</p> <ul style="list-style-type: none"> <li>• provide details on all structures</li> <li>• accommodate the location of the existing London Underground structures and tunnels</li> <li>• accommodate ground movement arising from the construction thereof</li> <li>• and mitigate the effects of noise and vibration arising from the adjoining operations within the structures and tunnels.</li> </ul> <p>The development shall thereafter be carried out in all respects in accordance with the approved design and method statements, and all structures and works comprised within the development hereby permitted which are required by the approved design statements in order to procure the matters mentioned in paragraphs of this condition shall be completed, in their entirety, before any part of the building hereby permitted is occupied.</p> <p>REASON: To ensure that the development does not impact on existing London Underground transport infrastructure, in accordance with London Plan 2011 Table 6.1 and 'Land for Industry and Transport' Supplementary Planning Guidance 2012.</p>
<b>35</b>	<p><b>Archaeology (GLAAS)</b></p> <p>CONDITION:</p> <p>A) No development shall take place until the applicant (or their heirs and successors in title) has secured the implementation of a programme of archaeological investigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the local planning authority in writing.</p> <p>B) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part (A).</p>

	<p>C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part (A), and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.</p> <p>REASON: Heritage assets of archaeological interest are expected to survive on the site. The planning authority wishes to secure the provision of appropriate archaeological investigation, including the publication of results.</p>
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**List of Informatives:**

1	<p><b>S106</b></p> <p>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.</p>
2	<p><b>Superstructure</b></p> <p>DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION' A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.</p>
3	<p><b>Community Infrastructure Levy (CIL) (Granting Consent)</b></p> <p>INFORMATIVE: Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at <a href="mailto:cil@islington.gov.uk">cil@islington.gov.uk</a>. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: <a href="http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil">www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</a></p> <p><b>Pre-Commencement Conditions:</b> 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 unidentified pre-commencement conditions have been discharged.</p>

<b>4</b>	<b>Sustainable Sourcing of Materials</b>
	INFORMATIVE: Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.
<b>5</b>	<b>Car-Free Development</b>
	INFORMATIVE: 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.
<b>6</b>	<b>Roller Shutters</b>
	<p><b>ROLLER SHUTTERS</b></p> <p>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.</p>
<b>7</b>	<b>GLAAS</b>
	The written scheme of investigation will need to be prepared and implemented by a suitably qualified archaeological practice in accordance with English Heritage Greater London Archaeology guidelines. It must be approved by the planning authority before any on-site development related activity occurs.
<b>8</b>	<b>GLAAS</b>
	<p>A watching brief involves the proactive engagement with the development groundworks to permit investigation and recording of features of archaeological interest which are revealed. A suitable working method with contingency arrangements for significant discoveries will need to be agreed. The outcome will be a report and archive.</p> <p>The watching brief should be focussed on the major ground reduction and particularly on the possibility of encountering Roman burials on the edge of Londinium's western cemetery. Where parts of the site can be 'written off' as a result of deep modern disturbance the watching brief could be discontinued in those areas.</p>
<b>9</b>	<b>Thames Water</b>
	INFORMATIVE: 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.

## **APPENDIX 2: RELEVANT POLICIES**

This appendix lists all relevant development plan policies and guidance notes pertinent to the determination of this planning application.

### **1 National Guidance**

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

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

### **2. Development Plan**

The Development Plan 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 2015 - Spatial Development Strategy for Greater London, Consolidated with Alterations since 2011**

### **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 2.5 Sub-regions

Policy 2.9 Inner London

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 2.14 Areas for regeneration

Policy 2.15 Town centres

### **3 London's people**

Policy 3.1 Ensuring equal life chances for all

Policy 3.2 Improving health and addressing health inequalities

Policy 3.16 Protection and enhancement of social infrastructure

Policy 3.17 Health and social care facilities

Policy 3.19 Sports facilities

### **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

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 5.14 Water quality and wastewater infrastructure

Policy 5.15 Water use and supplies

Policy 5.16 Waste net self-sufficiency

Policy 5.17 Waste capacity

Policy 5.18 Construction, excavation and demolition waste

### **6 London's transport**

Policy 6.1 Strategic approach

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

Policy 6.14 Freight

### **7 London's living places and spaces**

Policy 7.1 Lifetime Neighbourhoods

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.7 Location and design of tall and large buildings

Policy 7.8 Heritage assets and archaeology

Policy 7.9 Heritage-led regeneration

Policy 7.11 London View Management Framework

economic sectors  
Policy 4.11 Encouraging a connected economy  
Policy 4.12 Improving opportunities for all

### **5 London's response to climate change**

Policy 5.1 Climate change mitigation  
Policy 5.2 Minimising carbon dioxide emissions  
Policy 5.3 Sustainable design and construction  
Policy 5.4 Retrofitting  
Policy 5.5 Decentralised energy networks  
Policy 5.6 Decentralised energy in development proposals  
Policy 5.7 Renewable energy  
Policy 5.8 Innovative energy technologies  
Policy 5.9 Overheating and cooling

Policy 7.12 Implementing the London View Management Framework  
Policy 7.13 Safety, security and resilience to emergency  
Policy 7.14 Improving air quality  
Policy 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes  
Policy 7.18 Protecting local open space and addressing local deficiency  
Policy 7.19 Biodiversity and access to nature

### **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)

### **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 CS17 (Sports and Recreation Provision)

### **Infrastructure and Implementation**

Policy CS18 (Delivery & 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  
**DM2.4** Protected views  
**DM2.5** Landmarks

### **Shops, culture and services**

### **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



**DM4.1** Maintaining and promoting small and independent shops

**DM4.8** Shopfronts

### **Employment**

**DM5.1** New business floorspace

### **Health and open space**

**DM6.1** Healthy development

**DM6.2** New and improved public open space

**DM6.4** Sport and recreation

**DM6.5** Landscaping, trees and biodiversity

**DM6.6** Flood prevention

### **Transport**

**DM8.1** Movement hierarchy

**DM8.2** Managing transport impacts

**DM8.3** Public transport

**DM8.4** Walking and cycling

**DM8.5** Vehicle parking

**DM8.6** Delivery and servicing for new developments

### **Infrastructure**

**DM9.1** Infrastructure

**DM9.2** Planning obligations

**DM9.3** Implementation

## **D) Finsbury Local Plan June 2013**

**BC5** Farringdon Station Area

**BC8** Achieving a balanced mix of uses

**BC9** Tall Buildings and contextual considerations for building heights

**BC10** Implementation

**BC36** Site Allocation – Caxton House, 2 Farringdon Road

## **3. Designations**

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

- Bunhill & Clerkenwell Core Strategy Key Area
- Finsbury Local Plan Area: Bunhill & Clerkenwell
- Site Allocation BC36: Caxton House, 2 Farringdon Road
- Central Activities Zone (CAZ)
- Employment Priority Area (Offices)
- Farringdon/Smithfield Intensification Area
- Archaeology Priority Area (Clerkenwell)
- LV1 View from Farringdon/Clerkenwell Rds
- LV4 Local view from Archway Road
- LV5 Local view from Archway Bridge
- LLAA2 Parliament Hill summit to St Paul's Cathedral
- BAA10 Blackheath Point to St Paul's Cathedral
- VC2 Parliament Hill summit to St Paul's Cathedral
- VC5 Kenwood viewing gazebo to St Paul's Cathedral
- Controlled Parking Zone Area
- Crossrail Safeguarding Area
- Rail Safeguarding Area
- Major Cycle Route – Charterhouse Street
- Site within 100m of a TLRN Road

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

The following SPGs and/or SPDs are relevant:

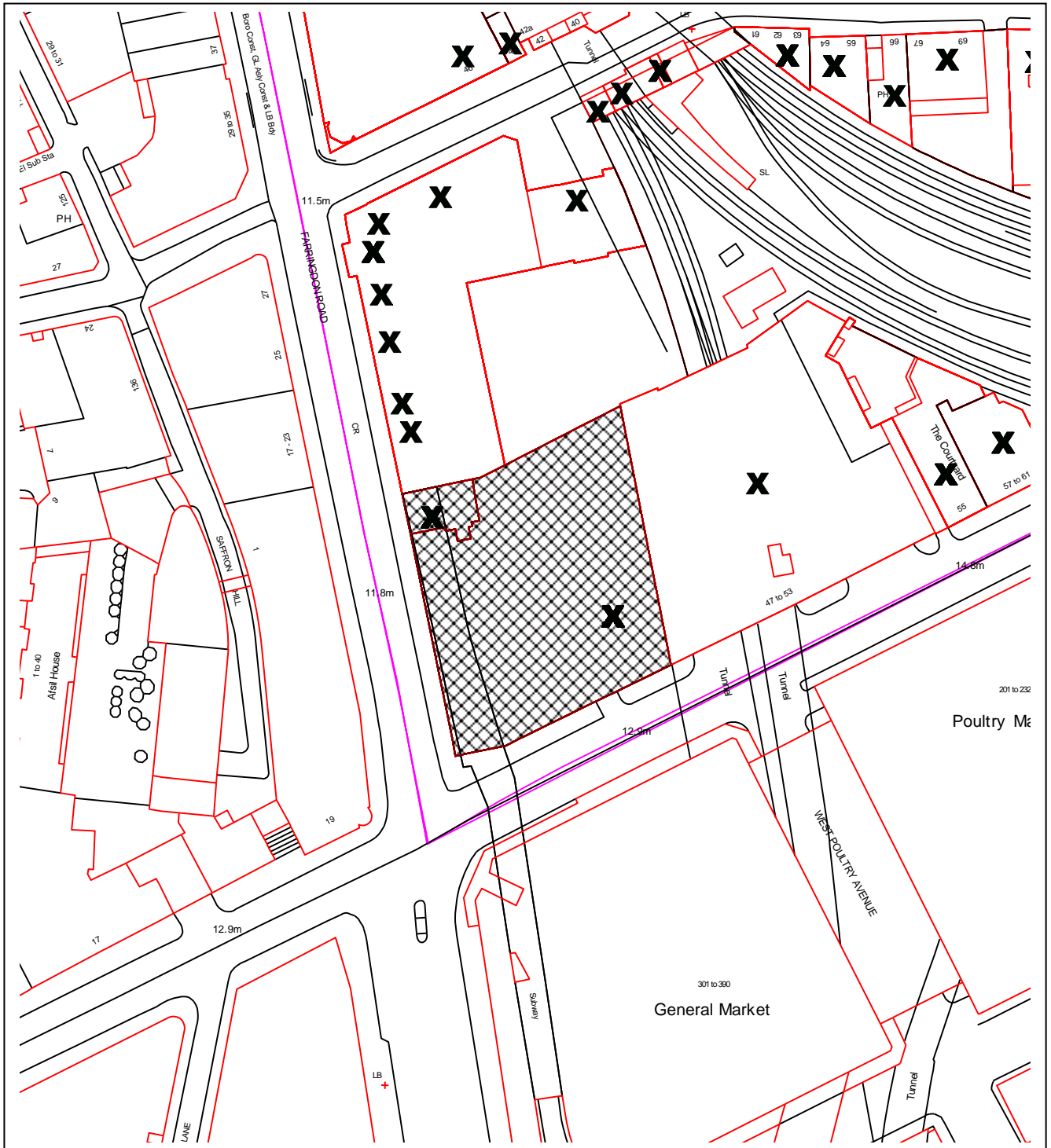
### **Islington Local Plan**

- Environmental Design
- Inclusive Design in Islington
- Streetbook  
Inclusive Landscape Design
- Planning Obligations (Section 106)
- Islington Urban Design Guide

### **London Plan**

- Accessible London: Achieving and Inclusive Environment
- Control of Dust and Emissions during Construction and Demolition
- Sustainable Design & Construction
- Use of Planning Obligations in the funding of Crossrail, and the Mayoral Infrastructure Levy
- London View Management Framework
- Planning for Equality and Diversity in London

# Islington SE GIS Print Template



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