

PLANNING COMMITTEE REPORT

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

PLANNING SUB- COMMITTEE A		
Date:	19 December 2016	NON-EXEMPT

Application number	P2016/3210/FUL
Application type	Full Planning Application
Ward	Bunhill
Listed building	Not listed
Conservation area	Not in a conservation area
Development Plan Context	<ul style="list-style-type: none">- Building Structure to be Retained- Sustainable Design- Small Sites Affordable Housing Contributions- CAZ- Employment Priority Area
Licensing Implications	None
Site Address	16-26 Banner Street, EC1Y 8QE
Proposal	Erection of part single, part two-storey roof extension to provide 6no. self-contained residential flats comprised of 3no. two-bedroom flat and 3no. three-bedroom flats in conjunction with associated external alterations to the building, cycle parking, refuse storage and ancillary works.

Case Officer	Ben Oates
Applicant	GRIP Nomco 3 Limited & GRIP Nomco 4
Agent	Peter Brett Associates LLP - Miss Jill McGregor

1. RECOMMENDATION

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

1. The conditions set out in Appendix 1; and
2. Completion of a Deed of Planning Obligation made under section 106 of the Town and Country Planning Act 1990 securing the contributions for affordable housing, carbon offsetting and ensuring the development remains car free.

Image 1: Aerial view of street elevation (looking north)

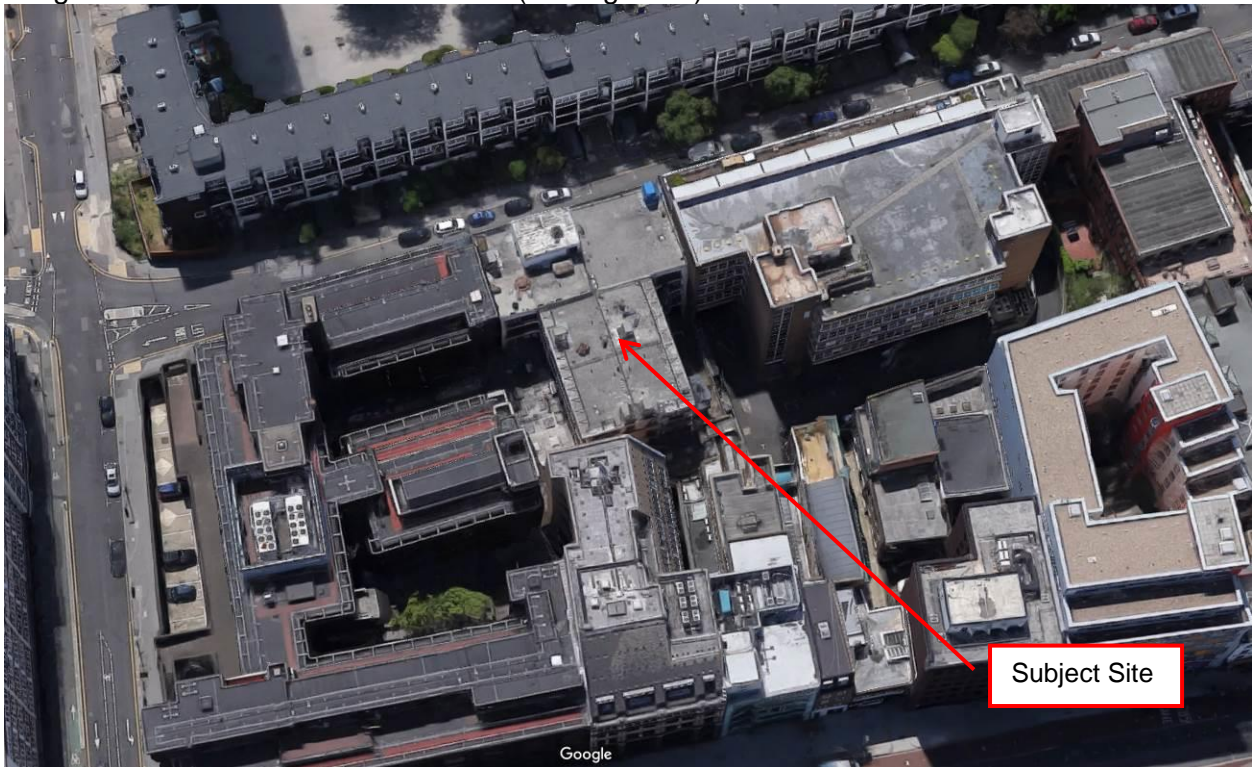


Image 2: Aerial view of rear elevation (looking south)



Image 3: Front elevation from Banner Street



Image 4: Neighbouring property to rear (138-140 Old St) view from application site



Image 5: Looking east from application site at Quaker Court



Image 6: View to rear from roof of application site



Image 7: Looking west along Banner Street



Image 8: Outline of the proposed development



Image 9: Visualisation proposed development from street level.

4. SUMMARY

- 4.1 The application seeks permission for the erection of a part single-storey, part two-storey extension to the roof of the four storey building at 16-26 Banner Street to provide 6no. self-contained residential flats comprised of 3no. two-bedroom flat and 3no. three-bedroom flats in conjunction with associated external alterations to the building, cycle parking, refuse storage and ancillary works.
- 4.2 The principle of the development to create additional residential units on an existing mixed use building that contains residential units is considered acceptable and sufficient private amenity space would be provided. The area contains a mix of commercial and residential uses and is not within or adjoining a Conservation Area. The properties adjoining on either side and to the rear contain offices, including the Royal Mail House that is currently undergoing refurbishment and extensions, whilst across the road to the south is the Quaker Court residential development.
- 4.3 The design of the proposed roof extension is part single storey and part two storey, which along with its layout, scale and massing is considered to be visually acceptable and would not dominate the host building in this location where roof extensions are common. The proposal includes sufficient setbacks from the front and side elevations to conceal the second storey from public viewpoints.
- 4.4 The quality and sustainability of the resulting scheme is acceptable, complying with the national and local floorspace standards required by the National Housing Standards, London Plan and Mayor's Housing SPG (Nov 2012). The Islington Core Strategy aims to ensure that in the future an adequate mix of dwelling sizes are delivered within new development, alongside the protection of existing family housing. Policy CS12 (Meeting the housing challenge) notes that a range of unit sizes should be provided within each housing proposal to meet the needs in the borough, including maximising the proportion of family accommodation. Development Management Policy DM3.1 (Mix of housing sizes) further states the requirement to provide a good mix of housing sizes. The proposal contains a three-bedroom and a four-bedroom flat, which will contribute to the stock of larger dwellings in this part of the borough.
- 4.5 Private amenity space is provided in accordance with the Council's requirements. It is proposed that the new build dwellings would be constructed to meet the standards set by the Code for Sustainable Homes.
- 4.6 The development proposes no additional vehicle parking on site and occupiers will have no ability to obtain car parking permits (except for parking needed to meet the needs of disabled people), in accordance with Islington Core Strategy policy CS10 Section which identifies that all new development shall be car free. Appropriately located cycle parking facilities for residents have been allocated within the site in accordance with Transport for London's guidance: 'Cycle Parking Standards – TfL Proposed Guidelines'.
- 4.7 In summary, the proposal is considered to be acceptable and is broadly in accordance with the Development Plan policies.

5. SITE AND SURROUNDING

- 5.1 The application site comprises a four-storey mixed-use building on the northern side of Banner Street. It is understood that the building was originally built during the 1960's for use as offices; however it now contains 19 residential units within the second, third and fourth floors whilst commercial uses remain within the ground and first floors and the rear mezzanine level in between. The subject property is not listed and not within a Conservation Area.

- 5.2 The surrounding properties consist of a mix of commercial and residential uses and vary in height from the three storey commercial properties fronting onto Old Street to the north-east to the 19 storey housing development, Braithwaite House, nearby to the south. Quaker Court, which is a post-war housing development opposite the application site to the south, forms a terraced row of maisonette flats that is characterised by its brown-brick with white detailing and the rhythm of projecting front walkways and bay windows. Overall there is very little consistency in the built form and character of the vicinity, which is mostly due to the post-war redevelopment of the area.
- 5.3 The application property is located within the Central Activities Zone and within close proximity to shops, parks, schools and restaurants and is within short walking distance of bus stops, tube stations and national rail stations.

6. PROPOSAL (IN DETAIL)

- 6.1 The proposed development seeks planning permission for the erection of a part single-storey, part two-storey extension to the roof of the four storey building at 16-26 Banner Street to provide 6no. self-contained residential flats comprised of 3no. two-bedroom flat and 3no. three-bedroom flats in conjunction with associated external alterations to the building, cycle parking, refuse storage and ancillary works.
- 6.2 The development will be situated on top of the existing four storey flat roofed building and would be accessed through the existing entrance core to the building with a relatively simple extension of the building's existing staircase and lift to provide step free access. The proposed single storey roof extension would have a height of 3.2m above the existing flat roof, whilst the second storey would be an additional 2.5m above this to create a combined total additional height of 5.7m above the existing building. This would increase the total height of the building to 15.2m above ground level. The proposed single storey roof extension would cover the full extent of the existing building with a 1.0m setback from the front elevation, which would partly form the roof terraces for the proposed front units (new flats 1 and 2). The proposed second storey roof extension would be limited to the narrower rear part of the existing building, which would result in a set it back from the front elevation of approximately 10.1m.
- 6.3 The extension would be of a contemporary style with generous setbacks to the second storey to ensure it would not be visible from the public realm. Roof terraces serving each new unit are proposed within the front and side setback areas of the roof and would be enclosed by glazed balustrades. The extension is proposed to be finished in light grey back-painted obscured glass flush panel cladding with minimally framed glazed sliding doors and dark grey metal panel clad parapets.
- 6.4 The proposed residential development would provide 3no. two-bedroom / 4 person flats, 2no. three-bedroom / 5 person flats and a three-bedroom / 6 person flat. Each flat would be provided with good quality living environment and accessible kitchen, living and dining rooms and access to a roof terrace. The proposal would also provide additional cycle storage, including accessible bicycle parking and spaces for mobility scooter storage and charging facilities and additional refuse storage.
- 6.5 The existing plant room at the front of the roof is proposed to be relocated to the front section of the second storey part of the proposed roof extension. The new flat roof areas are proposed to be covered with green roofs.

Amendment:

- 6.6 A minor amendment was made to the application by the addition of screening to the rear window of the proposed new flats 1 and 2 and internal layout changes to proposed flats 3 and 4.

7. RELEVANT HISTORY:

Planning Applications:

- 7.1 P2014/1994/FUL - Replacement of existing balustrading to roof terraces to Flats 3, 4, 5 and 6 at second floor roof level. Approved (29/07/2014)
- 7.2 981506 - Amendment to permitted scheme. Amendments comprise retention of area occupied by goods lift and allocate to flats 3, 4, 9 and 10 including provision of balconies. Approved (17/09/1998)
- 7.3 981000 - Revisions to planning permission dated 29th August, 1997, (Ref: 97/1029) to include provision of balconies and terraces and internal alterations to layout. Refused (15/07/1998)
- 7.4 980742 - Alterations to planning permission dated 29.08.97 (ref 97/1029) to erect rear extension at third floor level to create additional three x 2 bedroom flats with roof terraces. Approved (29/07/1998)
- 7.5 971029 - Conversion of vacant offices to form 2 x one bedroom live/ work units, 2 x three bedroom, 9 x two bedroom and 4 x one bedroom residential units, associated parking, roof terrace and B1 office use on ground floor. Approved (29/08/1997)
- 7.6 911101 - Redevelopment to provide basement and five storey building (plus plant) for Business Use (offices light industrial High Tech). Floorspace 5 540sq.m. Approved (18/12/1991)
- 7.7 891405 - Refurbishment of the existing B1 building including extensions to the existing fourth storey an additional fifth storey infill of lightwells elevational alterations and change of use of ground floor to office use (additional 1400sq.m. floorspace). Refused (18/03/1991)
- 7.8 881610 - Installation of new windows west elevation. Approved (16/01/1989)
- 7.9 872068 - Change of use of the first floor and part second floor from warehouse and ancillary offices (Class B8) to Business Use (Class B1). Approved (12/07/1998)
- 7.10 830201 - Change of use of rear part 2nd floor (1463 sq.ft. net) from warehouse to offices and use of part loading bay as enclosed warehousing (1672 sq.ft. net) Approved (17/05/1983).

ENFORCEMENT:

- 7.11 None

PRE-APPLICATION ADVICE

- 7.12 Q2015/4546/MIN - Creation of a new part single, part two-storey roof extension to provide 6 self-contained flats. The proposal was originally submitted to the Council as a pre-application advice request for a part single, part two-storey roof extension of a similar design and scale. The proposed design was generally well received by the council's planning officer and design officer and there was no objection to the principle of a roof extension to the application property. However, it was advised that it would be best for the proposed front elevation to be substantially glazed and visually neutral to the lower levels and that it would need to be demonstrated that the second-storey would not be visible from public viewpoints. It was also acknowledged that a publicly visible roof extension has been granted permission at the neighbouring Royal Mail House, which is currently under construction, and there is an existing roof extension at 28-42 Banner Street. Therefore there was no objection raised to the visibility of the proposed single storey part of the roof extension subject to design improvements.

7.13

8. CONSULTATION

Public Consultation

8.1 Letters were sent to occupants of 157 adjoining and nearby properties at Banner Street, Old Street and Tilney Court on 2nd September 2016. A site notice was also displayed on 9th September 2016. The public consultation of the application therefore expired on 29th September 2016, however it is the Council's practice to continue to consider representations made up until the date of a decision.

8.2 At the time of the writing of this report a total of 4 objections and 1 general comment had been received from the public with regard to the application. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated within brackets):

- The proposal represents over-development (10.5 – 10.11)
- Impact on character of the street and visual amenity (10.5 – 10.11)
- The proposal introduces cheap student rentals rather than permanent family homes (10.4)
- Overlooking and loss of privacy impacts to neighbouring properties (10.14 – 10.17)
- Adverse loss of light impacts and overshadowing (10.18 – 10.21)
- Increased noise and disturbance from increase in dwellings (10.22)
- Increased pressure on services in the area (10.28)
- Loss of views from neighbouring roof terrace (10.35)
- Wind tunnel effect along the street (10.34)
- Use of internal lift during construction (10.35)
- Potentially unsafe construction and associated disturbance from noise, dust and pollution (10.22 – 10.24)
- Increased anti-social behaviour (10.35)
- Failure to consult (8.1)

External Consultees

8.3 Historic England (GLASS) – No archaeological objection.

Internal Consultees

8.4 Design and Conservation Officer – The height, bulk and mass of the proposed design as well as the detailed design meet the requirements of the pre-application advice and as such are acceptable. No objection.

8.5 Inclusive Design Officer – The proposed units would have step free access and good internal circulation. No objections.

8.6 Sustainable Design Officer – The proposed details demonstrate commitment to achieving sustainable design objectives and states that green roofs would be included. Conditions are recommended for details of the proposed green roof and solar panels to ensure they comply with the relevant guidance and policies.

Other Consultees

8.7 None

9. 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.

National Guidance

- 9.1 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.
- 9.2 Since March 2014 Planning Practice Guidance for England has been published online.

Development Plan

- 9.3 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

- 9.4 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 Finsbury Local Plan Area
 - Bunhill & Clerkenwell Core Strategy Key Area
 - Central Activities Zone
 - Finsbury Local Plan Policy BC8 – Employment Priority Area
 - Moorfields Archaeological Priority
 - Major Cycle Route
 - Local Cycle Route

Supplementary Planning Guidance (SPG) / Document (SPD)

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

10. ASSESSMENT

- 10.1 The main issues arising from this proposal relate to:

- Land use;
- Design, conservation and heritage considerations;
- Standard of proposed residential environment;
- Neighbouring amenity;
- Highways and transport
- Standard of living
- Refuse storage;
- Accessibility;
- Sustainable design;
- Affordable housing and carbon offsetting contributions

Land-use

- 10.2 The application property is a four storey building comprising 19 residential units and is located within an area that contains a mix of residential and commercial uses. The Islington Core Strategy 2011 identifies this site as being located within the Bunhill and Clerkenwell Core Strategy Key Area although it is not within any site allocations. It is also within an Employment Priority Area as set out in the Finsbury Local Plan; however this designation does not set specific parameters for a residential scheme of this size.
- 10.3 The creation of six additional residential units on a mixed use building that already contains existing residential flats is acceptable in principle subject to satisfying the normal policy requirements. There is no requirement to provide social or affordable housing on site for a scheme of this size as the development is subject to small sites affordable housing contributions in accordance with policy CS12.
- 10.4 The application property is, however, located within the Old Street Area of the Finsbury Local Plan and therefore policy BC3 applies. This policy states that new homes should include family sized units of 3 bedrooms or more and buildings should be of a high quality design which relate positively to each other and improve the character, quality and identity of the area. The proposed dwelling mix consists of an even split between two and three-bedroom flats and is acceptable in accordance policy BC3 and Development Management policy DM3.1 to ensure there is a range of housing types in the borough including family sized units, as such the principle of the proposed residential development is acceptable.

Design, Conservation and Heritage Considerations

- 10.5 The application property is not listed and not within or adjoining a conservation area. The existing building is of a generic contemporary design, which offers no special architectural contribution to the area, and the plan form of the entire block has been completely compromised by the existing post-war development and currently ongoing developments. The mass of buildings in this block in addition to the narrow width of Banner Street results in very limited visibility of the tops of the buildings from either the frontage or from the rear. Only limited visibility of roof level structures is gained from longer views further along in each direction of the street.
- 10.6 There is very little uniformity to the appearance of the buildings along this side of the street and therefore there is no particular sensitivity to the character of the streetscene. However, the proposal still needs to provide high quality design which makes a positive contribution to the local character and distinctiveness of the area in order to comply with Development Management Policy DM2.1 and Finsbury Local Plan policy BC3.
- 10.7 The proposal was originally submitted to the Council as a pre-application advice request for a part single, part two-storey roof extension of a similar design and scale. The proposed design was generally well received by the council's planning officer and design officer and there was no objection to the principle of a roof extension to the application property. However, it was advised that it would be best for the proposed front elevation to be substantially glazed and visually neutral to the lower levels and that it would need to be demonstrated that the second-storey would not be visible from public viewpoints. It was also acknowledged that a publicly visible roof extension has been granted permission at the neighbouring Royal Mail House, which is currently under construction, and there is an existing roof extension at 28-42 Banner Street. No objection raised to the visibility of the proposed single storey part of the roof extension subject to design improvements.
- 10.8 The proposed roof extension has been amended in response to the council's pre-application advice by including the glazed cladding system to the front elevation, which is a grey cladding

with obscured glazing fixed to the front. The glazed cladding would blend with the glass sliding doors and frameless glass balustrade to the roof terraces to give the front elevation a lightweight glazed appearance. It is considered that the design would be a subservient addition to the building that would not compete or dominate with its appearance including from longer views. Furthermore, it is considered that the proposal would improve the current appearance of the roof level, which contains metal balustrades and a white concrete lift motor room that are unattractive and create visual clutter at the roof level.

10.9 The lightweight appearance provided to the front elevation is continued through to the side and rear elevations of the proposed roof extension to provide consistency and give it an unobtrusive presence to private views from the rear. The proposed extension would have a crisp and modern appearance that would be a positive addition to the building and inclusion of green roofs would further assist with its contemporary and sensitive design.

10.10 The application addresses the council’s advice to demonstrate that the second storey of the proposed roof extension would not be visible from public views, which has been shown on drawings PL014 and PL015 and within the Design and Access Statement. As shown in image 10 below, due to its large front setback and the existing built environment surrounding the site, the proposed second storey would not be visible from any public areas along Banner Street, Old Street to the north or Bunhill Row to the east.

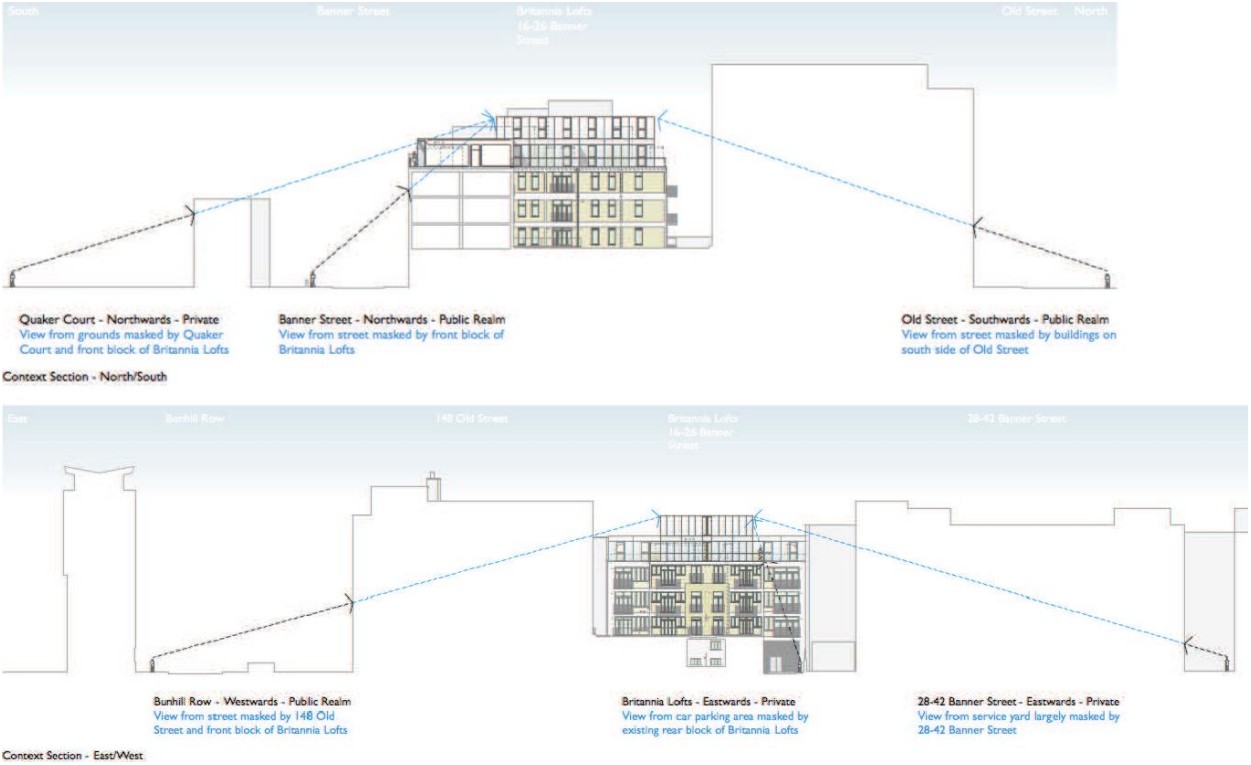


Image 10: Visibility of second storey of proposed development

10.11 The proposed roof extension, which would be of contemporary appearance with good quality materials, is of acceptable design and a suitable form of roof extension for the application property. Islington’s Urban Design Guide states that “*Contemporary roof extensions typically incorporate modern materials (with a lightweight appearance such as glass and steel) and incorporate a vertical frontage and flat roof that is usually well set back behind the front parapet upstand. They are most appropriate on post-war or contemporary styled buildings.*” It is considered that the proposal is consistent with this guidance and would not result in a harmful impact on the character of the area. It is also considered to be of an acceptable

appearance, bulk and massing where visible from private views from nearby existing properties.

- 10.12 For the above reasons, the application would respect the scale, form and character of the existing host building and the character of the surrounding area. The design of the proposed development is acceptable and complies with Core Strategy policy CS8, Finsbury Local Plan policy BC3 and Development Management policy DM2.1 and the guidance within the Islington Urban Design Guide 2006. As such the design of the proposal is supported.

Neighbouring Amenity

- 10.13 The Council's planning policies seek to ensure that new development does not harm the amenity of adjacent residents, either from loss of daylight, sunlight, privacy and overlooking, perceived sense of enclosure or noise. There have been a total of four objections along with a general comment raised to the proposal from members of the public and of these objections two raise concerns of amenity impacts including loss of light, increased noise and overlooking impacts. These objections were from a resident of Quaker Court, which is opposite Banner Street to the south, and from an occupant of the neighbouring office building to the north at 138-140 Old Street.
- 10.14 Consideration must be given to the neighbouring residential properties, in particular the existing units within the lower levels of the application property, which are closest to the proposed development. Consideration should also be given to amenity impacts of adjoining commercial buildings, which are less sensitive receiving environments than residential properties; however should still be protected against harmful impacts. Assessment of amenity impacts is also required for the properties opposite on Banner Street to the south, which are less likely to be impacted due to their separation distance across the street and its southerly direction from the application site. There are residential properties within Tilney Court to the north-east, which are well separated from the application site but have still been included in this assessment.

Overlooking Concerns

- 10.15 Policy DM2.1 notes that to protect privacy for residential developments and existing residential properties, there should be a minimum distance of 18 metres between windows of habitable rooms. This does not apply across the public highway and overlooking across a public highway does not constitute an unacceptable loss of privacy. The properties across Banner Street at Quaker Court, which are already overlooked by the existing flats within the application property, are considered not to be subjected to additional unacceptable overlooking impacts.
- 10.16 The closest properties to the proposed development are those existing units within the lower levels of the building. Due to the 'T' shape of the building there is already a degree of mutual overlooking between windows facing perpendicular to each other in the rear elevation of the main building and the side elevation of the rear projection. There would be some potential for overlooking from the proposed roof terrace areas of flats 3 and 4 to the windows in the rear elevation of the main building; however these windows are already overlooked by closer existing windows in the same level, and there would therefore not be an unacceptable increase in the degree of overlooking. Furthermore, privacy screens are proposed to the terraces to mitigate overlooking impacts and provide a greater separation between the balconies and windows. The proposed louvred screens to the proposed rear facing windows in the new flats 1 and 2 would also prevent overlooking between the units.
- 10.17 The properties adjoining the application site to the north, east and west are currently in commercial use and overlooking of these buildings from the proposed new residential units would not constitute as a harmful amenity impact. However, the north facing windows within the proposed extension would be obscured glazed and the proposed roof terrace would have

privacy screening to its northern end, and the neighbouring property at 138-140 Old Street to the north would not be subject to overlooking.

- 10.18 The nearby property at Tilney Court, which is understood to be in residential use, has rear facing windows at the roof level and an open rear roof terrace. There would be a separation of over 18m between the rear windows of the Tilney Court property and the proposed roof terraces and therefore the internal part of the property would not be harmed. The open roof terrace is already overlooked by the existing flats within the application property as well as the surrounding commercial properties, and the overlooking of the roof terrace at Tilney Court from the proposed development would not constitute an unacceptable impact on the occupant's amenity.

Daylight/Sunlight Analysis

- 10.19 The applicant has provided a daylight/sunlight analysis in support of the scheme including appendices highlighting the windows assessed, which provides a detailed examination using accurate modelling of the impact of the proposal on the adjoining properties. It concludes that all habitable windows of the neighbouring properties pass the daylight and sunlight analysis tests with the exception of 2 windows at 6 and 7 Tilney Court, which fall slightly short of the BRE target of 0.8 for Daylight Distribution. The assessment concludes that the windows would have before/after ratios of 0.74, which is only marginally below the BRE guideline target of 0.8 and is considered not to result in an unacceptable level of harm, particularly given the large separation distance between the buildings.
- 10.20 The assessment indicates that 4 windows in the fourth floor of the west elevation of the application property would fall slightly short of the annual sunlight hours and winter sunlight hours tests. However, three of these windows do not serve habitable rooms and the remaining impacted window, which is believed to be a living room, only falls short by a marginal amount of 1%. It is concluded that there would not be an unacceptable harmful impact to the sunlight received to this neighbouring property.
- 10.21 The Vertical Sky Component test and Daylight Distribution Tests from the assessment report also indicates that there would also be some loss of light to the windows within the front facing elevation of Quaker Court opposite to the south. However, the windows that were found to be impacted have overhanging balconies, which the BRE Guidance acknowledges would typically receive less light and therefore additional calculations should be carried out assuming that the balconies don't exist. Using this method, the additional assessment found the windows within Quaker Court would meet the BRE targets.
- 10.22 The details submitted sufficiently demonstrate that the proposal would have a relatively low impact on the light receivable by its neighbouring properties. Where impacts have been discovered it has further been demonstrated that the loss of light impact would only be marginal. As such it is considered that there would not be an unacceptable impact on daylight / sunlight to any of the neighbouring properties.

Other amenity concerns

- 10.23 The proposed roof extension, by reason of its size, location and the openness of the locality is considered not to result in overbearing impacts and would not increase the sense of enclosure to an unacceptable degree. The proposed new plant area would be sufficiently screened and the council's public protection officer has recommended conditions to ensure that there are no unacceptable noise or vibration emissions. The new roof terrace areas are relatively small and therefore their use would be unlikely to result in noise disturbance to neighbouring properties. As such the application would not raise concerns in regards to adverse noise or vibration impacts.

- 10.24 There is expected to be a level of noise and disruption with any building work and this proposal is not considered to represent any additional harm to neighbouring occupiers than reasonably expected. The Council has powers under the Control of Pollution Act to restrict the hours of noisy working. Notwithstanding this, the council's public protection officer has recommended that a condition be including requiring a construction environment management plan for approval prior to commencement to ensure that the disruption during the construction of the proposed development is minimised.
- 10.25 For the above reasons the proposal would be unlikely to result in adverse amenity impacts to neighbouring properties in accordance with Development Management policy DM2.1.

Standard of living environment

- 10.26 The proposed two and three bedroom flats comply with the minimum floorspace requirements under Development Management policy DM3.4 and the London Plan as illustrated in the table below. The amenity space for each proposed unit exceeds the minimum requirement of 5sqm for 2 person dwellings plus an additional 1sqm per additional occupant in accordance with policy DM3.5.

Unit	No. Bedrooms and Occupants	Required Size m ²	Proposed Size m ²
1	2 bedroom / 4 person (1 storey)	70	75
2	3 bedroom / 6 person (1 storey)	95	95
3	2 bedroom / 4 person (2 storey)	79	79
4	2 bedroom / 4 person (2 storey)	79	79
5	3 bedroom / 5 person (2 storey)	93	93
6	3 bedroom / 5 person (2 storey)	93	93

- 10.27 The layout of the proposed flats is considered to be acceptable with sufficiently sized rooms and storage spaces to comply with Category 2 of the National Housing Standards. The main living areas and amenity spaces would have acceptable outlook and access to daylight / sunlight. The proposed new flats would be dual aspect with the exception of flats 3 and 4; however these would not be family sized units, would gain sufficient light and outlook to all habitable rooms and would be provided with good quality private amenity space. The single aspect nature of the proposed flats would not detract from overall quality of the proposed flats.
- 10.28 It is considered that the proposal would provide acceptable internal living environments and space standards. Overall, the general layout, room sizes and internal floor space (including private amenity space) would meet the recommended guidance set in DM3.4 & DM3.5 of the Development Management Plan and would provide satisfactory living condition for future occupiers of the dwelling.

Highways, Transportation

- 10.29 The existing bicycle storage area is proposed to be expanded by an additional 15 spaces so as to be capable of containing 28 bicycle parking spaces, which has been indicated on the proposed plans at ground level as required to cater for the additional flats in accordance with policy DM8.4. There are no new car parking spaces proposed in accordance with the policy DM8.5 and the s106 unilateral undertaking includes an agreement that prevents future residents from obtaining a car parking permit. An informative is also included informing the applicant that parking permits will not be issued.

Refuse facilities

- 10.30 The details within the application demonstrate that accessible facilities for the storage of waste and recycling would be provided at ground level. Currently there are bins stored within the common access area and the additional waste and recycling storage would be sufficient to cater for the demand from the proposed units. A compliance condition has been included requiring the additional refuse storage facilities to be provided prior to the occupation of the proposed flats.

Accessibility

- 10.31 The plans have been considered by the Council's inclusive design officer who has advised that the proposed flats would comply with the accessibility requirements for Category 2 dwellings under that National Housing Standards and Islington Development Management policies DM2.2 and DM3.4. A condition has been attached to ensure that the proposal achieve Lifetimes homes standards (category 2). The existing elevator is proposed to be extended up to roof level to provide step free access to the new units and emergency fire escape access would also be provided. The proposal is therefore considered acceptable given that the restrictions in terms of the scale of the extension, and the units would generally conform to accessible standards set within the Supplementary Design Guide (Inclusive Design) and would not be contrary to Policy DM 2.2 (Inclusive Design) of the Development Management Plan 2013.

Sustainable Design

- 10.32 A Sustainable Design and Construction Statement was submitted with the application as required by policy DM7.1 for new residential units. The report provides details of water efficiency calculations for building regulations and design stage SAP report demonstrating that an adequate standard of sustainable design can be achieved. The details also indicate that a green roof would be provided on the roof of the proposed extension.
- 10.33 Policy DM6.5 requires developments to maximise the provision of green roofs, which must maximise benefits for biodiversity, sustainable drainage and cooling. A condition is included requiring details for approval of the green roof to ensure that it meets the requirements of the policy and guidance.

Small sites (affordable housing) and carbon Off-setting contributions

- 10.34 The development requires a contribution towards affordable housing in the Borough, in line with policy CS12 of the Core Strategy and the councils Supplementary Planning Document- 'Affordable housing- small sites' 2012. A unilateral undertaking between the Council and the applicant is currently being finalised to secure payment of £360,000 towards affordable housing. A further contribution of £6,000 will be secured towards carbon off-setting. The application complies with policy CS12G of the Islington Core Strategy 2011, Development Management Policy DM7.2 and the Islington Affordable Housing Small Sites Contributions SPD.

Other Matters

- 10.35 Concerns were raised in objections received during the application of the potential for a wind tunnel effect as a result of the proposed extension. However, the proposed extension would only raise the existing 4 storey building by one storey at the front and the second storey of the proposed roof extension would be well set back. A development of this scale is unlikely to noticeably increase any existing wind tunnelling effect along Banner Street. Furthermore, the variations created by the recesses and projections of the front elevation of the proposed roof extension would help to prevent its contribution to wind tunnelling effects.

10.36 Concern was also raised in regards to use of the lift during construction. This constitutes a property and construction management issue and is not a material planning consideration. Loss of views from private roof terraces is also not a material planning consideration and therefore is not addressed in this assessment. Other concerns relating to anti-social behaviour resulting from occupants of the proposed residential flats are considered not to be relevant to this type and scale of development given the proposed residential flats would be privately owned.

11. SUMMARY AND CONCLUSION

Summary

11.1 The proposed development is acceptable in design, scale, massing and visual terms and would form a contextual addition to the host building without adversely impacting on the character of the area. The proposed design and setbacks would integrate well with the host building and would adequately address the surrounding built form in terms of height to ensure that the development would not appear as a dominant or discordant feature when seen from the surrounding public and private realm.

11.2 The proposal would not result in any material adverse impact on adjoining resident's amenity levels in terms of loss of daylight/sunlight, nor any material loss of outlook or increase in enclosure levels. The proposed new flats offer a good standard of amenity for future occupiers and provides additional refuse and bike facilities for the uplift of units.

Conclusion

11.3 It is recommended that planning permission be granted subject to the unilateral undertaking and the conditions as set out in Appendix 1 – RECOMMENDATION A.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

That the grant of planning permission be subject to the prior completion of a unilateral undertaking 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.

- £360,000 towards affordable housing
- £6,000 towards carbon off-setting

RECOMMENDATION B

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

List of Conditions:

1	<p>Commencement</p> <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	<p>Approved plans list</p> <p>CONDITION: The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>Drawing Numbers: PL001, PL002, PL003, PL004, PL005, PL006, PL007, PL008, PL009, PL010 Rev A, PL011 Rev A, PL012 Rev A, PL013 Rev A, PL014, PL015, PL016 Rev A, PL017 Rev A, PL018, PL019 Rev A, PL020 Rev A, PL021, PL022, PL023, Design and Access Statement, Planning Statement, Sustainability Statement (October 2016), Construction Management Plan, Planning Compliance Report (KP Acoustics), Daylight and Sunlight Study.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning Act 1990 as amended and also for the avoidance of doubt and in the interest of proper planning.</p>

3	Materials (Details)
	<p>CONDITION: Details and samples of all facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on site. The details and samples shall include:</p> <ul style="list-style-type: none"> a) solid brickwork (including brick panels and mortar courses) b) window surround detailing (including colour, texture and method of application); c) window/door treatment (including sections and reveals); d) roofing materials; e) balustrading treatment (including sections); f) any other materials to be used g) solar panels <p>The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.</p>
4	Accessible Homes Standards - (Compliance):
	<p>CONDITION: Notwithstanding the Design and Access Statement and plans hereby approved, the dwelling shall be constructed to Category 2 of the National Standard for Housing Design as set out in the Approved Document M 2015 'Accessible and adaptable dwellings' M4 (2).</p> <p>Evidence, confirming that the appointed Building Control body has assessed and confirmed that these requirements will be achieved shall be submitted to and approved in writing by the LPA prior to any superstructure works beginning on site.</p> <p>The development shall be constructed strictly in accordance with the details so approved.</p> <p>REASON: To secure the provision of visitable and adaptable homes appropriate to meet diverse and changing needs, in accordance with LPP 3.8</p>
5	Refuse/Recycling Provided (Compliance)
	<p>CONDITION: Details of the layout, design and appearance of the additional refuse / recycling bins as shown on plan number PL023 shall be provided prior to the first occupation of the development hereby approved and 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>
6	Visual Screens (Compliance)
	<p>CONDITION: The visual screens to roof terraces shown on the drawings hereby approved shall be installed prior to the first occupation of the development and shall be maintained as such thereafter.</p> <p>REASON: To prevent undue overlooking (oblique, backwards or otherwise) of neighbouring habitable room windows.</p>
7	Car Permits (Compliance)
	<p>CONDITION: All future occupiers of the residential unit hereby approved shall not be eligible to obtain an on street residents' parking permit except:</p> <ul style="list-style-type: none"> i) In the case of disabled persons; ii) In the case of units designated in this planning permission as "non car free"; or iii) In the case of the resident who is an existing holder of a residents' parking permit

	<p>issued by the London Borough of Islington and has held the permit for a period of at least one year.</p> <p>REASON: To ensure that the development remains car free in accordance with policies 6.3 and 6.13 of the London Plan 2011, policy CS18 of the Islington Core Strategy 2011 and policy DM8.5 of the Development Management Policies.</p>
8	<p>Cycle Parking Provision (Compliance)</p> <p>CONDITION: The bicycle storage area(s) shown on plan no. PL023 hereby approved, which shall be covered, secure and provide for no less than 28 bicycle 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>
9	<p>Green Biodiversity Roof (Details)</p> <p>CONDITION: Details of the biodiversity (green) roof shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site. The biodiversity (green/brown) roof(s) shall be:</p> <ol style="list-style-type: none"> a) biodiversity based with extensive substrate base (depth 80-150mm); b) maximise the extent of the new roof area to be covered by a green roof; and c) planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum). <p>The biodiversity (green/brown) 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 roof(s) shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.</p> <p>REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.</p>
10	<p>Construction Environment Management Plan (Details)</p> <p>CONDITION: No development (including demolition works) shall take place on site unless and until a Construction Environment Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period.</p> <p>The CEMP shall assess the environmental impacts of the development including, but not limited to: noise, air quality including dust, smoke and odour, vibration and TV reception. The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts.</p> <p>The Statement shall also specifically provide for:</p> <ol style="list-style-type: none"> i. the parking of vehicles of site operatives and visitors ii. loading and unloading of plant and materials iii. storage of plant and materials used in constructing the development iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate v. wheel washing facilities vi. measures to control the emission of dust and dirt during construction vii. a scheme for recycling/disposing of waste resulting from demolition and

	<p>construction works.</p> <p>The development shall be carried out strictly in accordance with the details so approved and no change there from shall take place without the prior written consent of the Local Planning Authority.</p> <p>REASON: To ensure that the development does not adversely impact on neighbouring residential amenity and highways due to its construction and operation.</p>
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List of Informatives:

1	<p>Positive Statement</p> <p>To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which is 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>
2	<p>Community Infrastructure Levy (CIL) (Granting Consent)</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 cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL that is payable.</p> <p>Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil</p>
3	<p>Car-Free Development</p> <p>INFORMATIVE: All new developments are car free. 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.</p>
4	<p>Pre-Commencement Conditions</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>

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

3 London's people

Policy 3.3 Increasing housing supply
Policy 3.4 Optimising housing potential
Policy 3.5 Quality and design of housing developments
Policy 3.8 Housing choice
Policy 3.9 Mixed and balanced communities
Policy 3.10 Definition of affordable housing
Policy 3.11 Affordable housing targets
Policy 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
Policy 3.13 Affordable housing thresholds
Policy 3.15 Coordination of housing development and investment

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

5 London's response to climate change

Policy 5.2 Minimising carbon dioxide emissions
Policy 5.3 Sustainable design and construction

6 London's transport

Policy 6.3 Assessing effects of development on transport capacity
Policy 6.9 Cycling

7 London's living places and spaces

Policy 7.1 Building London's neighbourhoods and communities
Policy 7.2 An inclusive environment
Policy 7.3 Designing out crime
Policy 7.4 Local character
Policy 7.6 Architecture
Policy 7.8 Heritage assets and archaeology

B) Islington Core Strategy 2011

Spatial Strategy

Policy CS8 (Enhancing Islington's Character)

Strategic Policies

Policy CS10 (Sustainable Design)

Policy CS11 (Waste)

Policy CS12 (Meeting the Housing Challenge)

C) Finsbury Local Plan

Spatial Strategy

Policy BC3 (Old Street)

C) Development Management Policies June 2013

Design and Heritage

DM2.1 Design

DM2.2 Inclusive Design

Housing

DM3.1 Mix of housing sizes

DM3.4 Housing standards

DM3.5 Private outdoor space

Transport

DM8.4 Walking and cycling

DM8.5 Vehicle parking

Energy and Environmental Standards

DM7.1 Sustainable design and construction statements

DM7.2 Energy efficiency and carbon reduction in minor schemes

DM7.4 Sustainable design standards

Infrastructure

DM9.1 Infrastructure

DM9.2 Planning obligations

DM9.3 Implementation

5. Designations

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

- Bunhill & Clerkenwell Finsbury Local Plan Area
- Bunhill & Clerkenwell Core Strategy Key Area
- Central Activities Zone
- Finsbury Local Plan Policy BC8 – Employment Priority Area
- Moorfields Archaeological Priority
- Major Cycle Route
- Local Cycle Route

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

The following SPGs and/or SPDs are relevant:

Islington Local Plan

- Accessible Housing in Islington
- Urban Design Guide Conservation Area Design Guidelines
- Planning Obligations and S106
- Small Sites Contribution

London Plan

- Accessible London: Achieving and Inclusive Environment
- Housing