

PLANNING COMMITTEE REPORT

Development Management Service
Planning and Development Division
Environment and Regeneration
Department
PO Box 333
222 Upper Street

PLANNING SUB-COMMITTEE B		
Date:	20 April 2017	NON-EXEMPT

Application number	P2016/4789/FUL
Application type	Full Planning Application
Ward	Clerkenwell Ward
Listed building	Not listed
Conservation area	Clerkenwell Green Conservation Area
Development Plan Context	Bunhill & Clerkenwell Core Strategy Key Area Rosebery Avenue Conservation Area Central Activities Zone Local Cycle Routes Mayors Protected Vista - Kenwood viewing gazebo to St Paul's Cathedral Other area with high concentration of alcohol licences premises
Licensing Implications	None
Site Address	25-27 Easton Street, and Roman House 28-35 Easton Street, London, WC1X 0DS
Proposal	Demolition of the existing roof terrace and roof pavilion at Nos. 25-27 Easton Street and 28-35 Easton Street, and erection of single storey roof extensions together with external alterations to the existing office buildings (Use Class B1) and installation of solar panels.

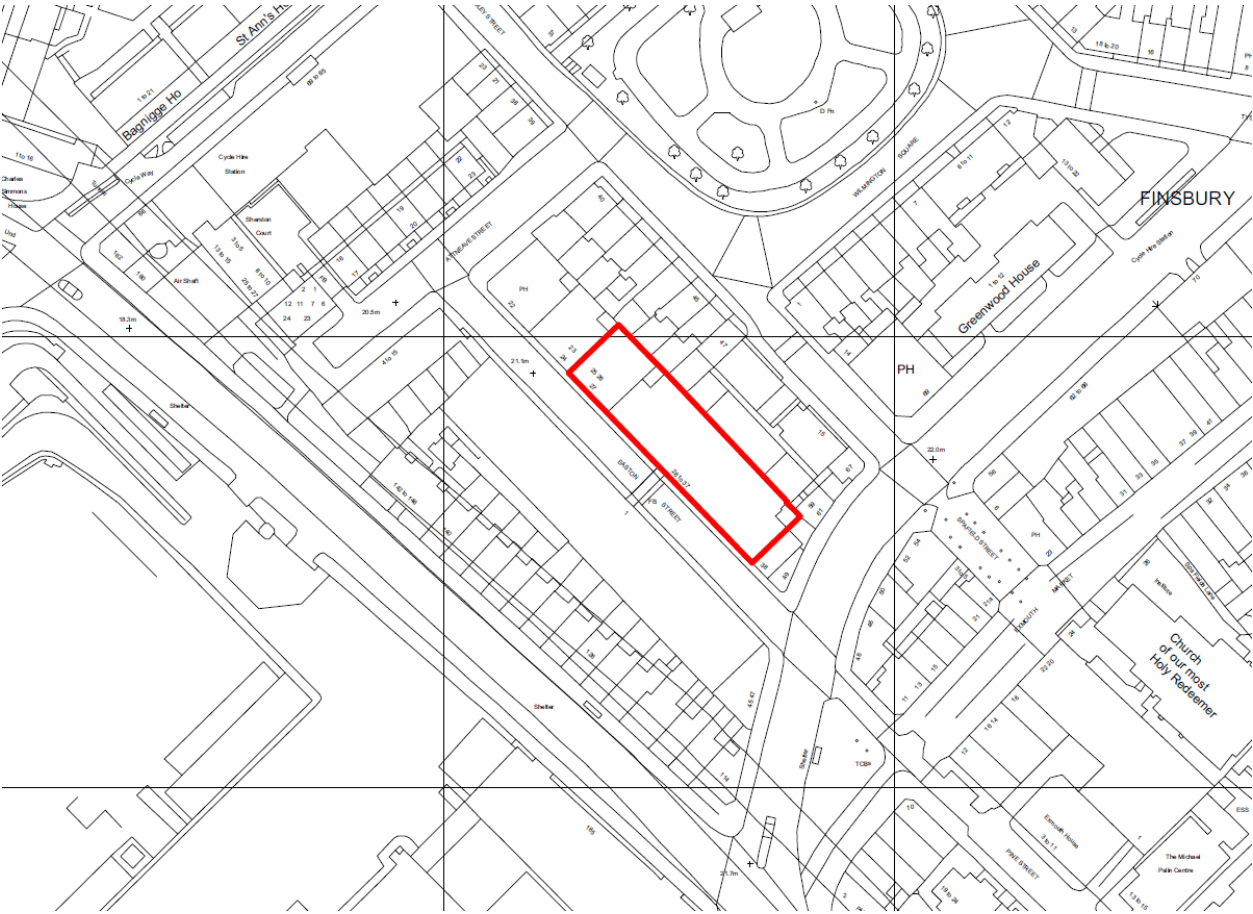
Case Officer	Thomas Broomhall
Applicant	Workspace 14 Ltd.
Agent	Miss Timea Nacsa - Nathaniel Lichfield & Partners

1. RECOMMENDATION

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

1. Subject to the conditions set out in Appendix 1;

2. SITE PLAN (site outlined in black)



2. PHOTOS OF SITE/STREET

Image 1: Aerial view of the application site



Image 2: Aerial view in north-easterly direction



Image 3: Aerial view in north-westerly direction



Image 4: View from corner of Easton Street and Rosebery Avenue



Image 5: View from Rosebery Avenue



Image 6: View from Wilmington Square



4.0 SUMMARY

- 4.1 Planning permission is sought for the demolition of the existing roof pavilion and associated structures at third floor level across Nos. 25-27 Easton Street and 28-35 Easton Street, and erection of single storey roof extensions together with external alterations to the existing office buildings (Use Class B1) and installation of solar panels and alterations to plant equipment.
- 4.2 The application is brought to committee because of the number of objections received.
- 4.3 The issues arising from the application are the principle of additional office floorspace, the impact on the character and appearance of the host building, surrounding conservation area and setting of adjoining listed buildings, and the impact on the neighbouring amenity of the adjoining and surrounding residential and commercial properties.
- 4.4 The design of the proposal is considered to be acceptable and would not detract from the character and appearance of the host building, surrounding conservation area and setting of adjoining listed buildings. The principle of the creation of additional office floorspace is considered to be acceptable. The proposal would not detrimentally impact on the amenity of the neighbouring properties.
- 4.5 The proposal is therefore considered to be acceptable and it is recommended that the application be approved subject to conditions.

5. SITE AND SURROUNDING

- 5.1 The site comprises two buildings at no's 25-27 Easton Street and Roman House, 28-35 Easton Street. No. 25 is a four storey building with a small basement area and no. 28 is a three storey building with a double height ground floor, matching the roof height of the adjacent four storey building at no. 25. The two buildings are connected at roof level via a roof top extension and pavilion providing a roof terrace. No. 28 has two small set back roof structures which extend half the length of the building to the northwest. The existing buildings have brick facades and each building is of a symmetrical design. There is an existing third floor roof terrace on both sides of the existing structures, including along most of the north-western boundary adjacent to the rear elevations of the Yardley Street and Wilmington Square residential properties.
- 5.2 The subject property is within the Rosebery Avenue Conservation Area, however it is not statutorily or locally listed. The site adjoins the rear of Grade II listed buildings at no's 44 to 47 Wilmington Square as part of a terrace of Listed Buildings.

6. PROPOSAL (in Detail)

- 6.1 The application proposes the demolition of the existing roof pavilion and associated structures at Nos. 25-27 Easton Street and 28-35 Easton Street, and the erection of single storey roof extensions to both buildings at third floor level

together with external alterations to the existing office buildings (Use Class B1) and installation of solar panels.

- 6.2 The proposed roof extensions would be constructed of bronze clad framing, bronze fins and fixed double glazed units interspersed with paired bays of perforated brick, extending the width of Nos. 25-28. The roof extensions would be set back by 1m from the Easton Street façade and results in an uplift of 340 square metres (GIA) of office floorspace across the two buildings.
- 6.3 The works also include internal refurbishment and upgrading, external alterations to the buildings façades include alterations and extension to the existing building parapet by 750mm, installation of double height windows at ground floor level, creation of a new principal entrance to no.28 and reinstatement and lowering of the entrance to no. 25. The works result in the reconfiguration, repositioning and a reduction in the extent of the existing roof terrace area to 30 square metres at third floor level of no. 28, now limited to the south eastern end of the site, adjacent to Rosebery Avenue. Green sedum roofs will be provided at third floor and roof level of no. 28 covering an area of 231 square metres and Photovoltaic panels are proposed to be installed on the roof of no.25.
- 6.4 The proposals also include the installation of fixed external plant for ventilation purposes within the external courtyard of the basement and ground floor levels and the provision of 42 cycle parking spaces of which 28 are for visitors, one of which is accessible.

7. RELEVANT HISTORY:

PLANNING APPLICATIONS

- 7.1 08/01/1986 Planning Permission (Ref: 851500) granted *to allow part of the first floor office area to be used by Amnesty International - contrary to Condition 2 of planning permission (Application no.85/1334) dated 9.11.83. for a period of 2 years from 1.1.86.*
- 7.2 06/11/1986 Planning Permission (Ref: 860734) granted for *to use first and second floors as offices and alteration to ground floor and use as office storage and workshop and reinstatement of a pedestrian link bridge with 1-7 Easton Street for Amnesty International.*
- 7.3 12/10/1988 Planning Permission (Ref: 880217) granted for *rebuilding front and rear of second floor level and addition of third floor extension for any purpose within Class B1 of the Town and Country (Use Classes) Order 1987 (increasing the floorspace by approx. 120 sq.m.) (as revised by revision made 28.07.88 and further revised by letter 13.09.88.*
- 7.4 10/05/1988 Planning Permission (Ref: 880559) granted for *Erection of additional floor on the roof to provide a further 521 sq. m. of space for Amnesty International.*
- 7.5 27/09/1989 Planning Permission (Ref: 890258) granted for *addition of fourth floor for any purpose falling within class B1 (Business Use) - 73 sq.m.*
- 7.6 14/10/2002 Planning Permission (Ref: P021205) granted for *erection of roof extension and pavilion in connection with use of the roof as a terrace for existing offices.*

- 7.7 25/11/2003 Planning Permission (Ref: P032204) granted for *increase height of rooftop pavilion by 300mm (being a variation of extant permissions ref: P021205 and P022859 dated 14th October 2002 and 27th March 2003 respectively).*
- 7.8 10/09/2015 Planning Permission (Ref: P2015/2030/FUL) granted for *remove existing second floor footbridge between No. 1 & No. 28 Easton Street, make good external elevations to both buildings and addition of ventilation openings to North Eastern Elevation at Peter Beneson House, 1-7, Easton Street & Roman House 35 Easton Street, London, WC1 (including footbridge between both sites).*

ENFORCEMENT

- 7.9 None.

PRE-APPLICATION ADVICE:

- 7.10 06/10/2016 - Pre-application Advice (ref: Q2016/1680/MIN) provided in relation to *Erection of a two storey roof extension following the removal of the existing roof level structures to provide additional B1 office floorspace; replacement of ground floor fenestrations and alterations to entrances to Easton Street frontage at 25 – 27 Easton Street and Roman House, 28-35 Easton Street, London, WC1X 0DW.*



- 7.11 Advice was provided that whilst the principle of a one additional floor level of roof accommodation roof extension to the host property is supported there are significant concerns that a two storey roof extension would add inappropriate scale, massing, bulk and height to the host building and would strike a discordant and dominant feature when seen from longer views into the site from the surrounding conservation area and public realm. The proposed second floor level was also considered to have a harmful intrusive impact on the setting of the nearby listed buildings. Furthermore, the compressed height of the extension in an attempt to reduce this impact is adversely affecting the quality and flexibility of the new business floorspace and this needs to be revisited within any future submission. As such it was recommended to focus on achieving a higher quality single storey roof extension than two storeys of substandard business floorspace in this case.
- 7.12 Advice was also provided that a sunlight / daylight assessment would be required and any assessment should also consider all nearby properties that may be affected by the proposed extensions, in particular any which are in residential use. If there is likely to be any unacceptable amenity impacts amendments to the design should be explored to mitigate the harm.

- 7.13 Further advice was provided that large roof terraces can potentially lead to noise disturbances from use by large groups of people and overlooking. Roof terraces should be clearly indicated on submission plans; however consideration should be given to reducing the size of roof terraces and incorporating more space for green roofs, which would in-turn assist to meet the sustainable design objectives. It was advised that appropriate screening measures should also be included where direct overlooking of neighbouring residential properties is likely to occur.

8. CONSULTATION

Public Consultation

- 8.1 Letters were sent to 111 occupants of adjoining and nearby properties at Easton Street, Attneave Street, Wilmington Square, Rosebery Avenue, Farringdon Road, Yardley Street, on 19 December 2016. The initial public consultation of the application expired on 12 January 2017. A total of 8 objections were received following the first period of public consultation.
- 8.2 A second period of public consultation took place on 28 February 2017 to ensure adequate advertisement of the site's location in the setting of the adjoining listed buildings on Wilmington Square and amendments to the external facing materials.
- 8.3 Prior to completion of the second period of public consultation, a third period of public consultation took place on 20 March 2017 following receipt of revised drawings indicating a reduction in the height of the proposed lift shaft and A Daylight and Sunlight Explanatory Note. This ended on 4 April 2017.
- 8.4 It is the Council's practice to continue to consider representations made up until the date of a decision. At the time of writing of this report 9 no. objections in total had been received from the public with regard to the application including comments from the Chair of the Amwell Society and the Chair of the Wilmington Square Society. The issues raised can be summarised as follows (with the paragraph that provides responses to each issue indicated in brackets):
- Design of roof extension should be contemporary (See paragraph 10.21);
 - Impact on the heritage assets is more substantial than is described in heritage assessment (See paragraph 10.22);
 - Object to the raising of the roof height by between 1 metre and 3 metres (See paragraph 10.50)
 - Overbearing impact, increase in sense of enclosure, overlooking and loss of privacy to the rear of the Wilmington Square residential properties (See paragraphs 10.29-10.49 and 10.50);
 - Loss of daylight and sunlight to residential properties at Wilmington Square and Yardley Street and fails to meet BRE Guidelines (See paragraph 10.29-10.49 and 10.51);
 - Proposals do not provide detail as to mitigation from impact of increased noise disturbance (See paragraph 10.52);
 - Increase in congestion from parking (See paragraph 10.54);
 - Roof terrace and air conditioning is not required by shared workspace users (See paragraph 10.57);

Non-planning issues:

- Lights left on within the existing building overnight.

Internal Consultees

- 8.5 **Planning Policy:** Supports the uplift in B1 floorspace and the flexibility to accommodate SMEs.
- 8.6 **Design and Conservation Officer:** The proposed roof extension is visible from Wilmington Square and has some negative visual impact on the listed terraced houses to the square when viewed from the central garden, however views from the street are likely to be limited. While there is some harm to the setting of the listed buildings the harm would be less than substantial and you should weigh any public benefits arising from the proposal against the harm. In weighing public benefit against harm limited weight should be given to public benefits if:
- The public benefits arise from what is required by policy;
 - Where a similar extent of public benefit could be achieved on the site without harming heritage assets;
 - The public benefit could be delivered elsewhere without harming the heritage assets.
- 8.7 Contemporary set-back roof extensions should generally read as 'lightweight' and visually contrasting additions. Consequently, the removal of the previously proposed 'hit and miss brickwork' is welcomed and the bronze anodised aluminium clad vertical sections in addition to the glazing are acceptable in design terms.
- 8.8 **Inclusive Design:** No comments received.
- 8.9 **Transport Planning Officer:** No objection raised.
- 8.10 **Highways:** No objection subject to a Construction Management Plan including a proposed site layout plan.
- 8.11 **Sustainability:** No comments received.
- 8.12 **Noise Officer:** No objection subject to conditions regarding Noise Report relating to the plant equipment, use of a timer to the control hours of operation of the plant equipment and a Written Code for management of noise from emergency plant equipment.
- 8.13 **Refuse and recycling:** No comment.

External Consultees

- 8.14 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 and Planning Policy Guidance (PPG) seek to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF and PPG are material considerations and have been taken into account as part of the assessment of these proposals.

Development Plan

- 9.2 The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The policies of the Development Plan are considered relevant to this application and are listed at Appendix 2 to this report.

Supplementary Planning Guidance (SPG) / Document (SPD)

- 9.3 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 and Conservation
- Accessibility
- Neighbouring Amenity including sunlight/daylight
- Highways and Transportation
- Sustainability
- Other Matters - refuse

Land Use

- 10.2 The proposal results in the demolition of the existing roof terrace and roof pavilion erection of a single storey roof extension to both 25-27 and 28-35 Easton Street. This will provide an extension of 426 square metres, which when considering the proposed demolition results in an uplift of 340 square metres of (GIA) office floorspace across the two buildings. The proposed new B1 Office floorspace is within the Central Activities Zone and therefore is policy compliant due to the uplift in B1 floorspace in accordance with policy CS 13 of the Core Strategy.
- 10.3 The uplift in B1 Office floorspace sits below the 500 square metre threshold set out by Mayoral Crossrail CIL where schemes are required to enter into a legal agreement to make a financial contribution.
- 10.4 Policy BC8 (J) of the Finsbury Local Plan sets out that outside of the designated Employment Priority Areas that micro and small workspaces/retail spaces that do

not impact on the amenity or character of adjacent residential areas will be encouraged.

- 10.5 Policy CS7(A) sets out that employment development within Bunhill and Clerkenwell will contribute to a diverse local economy which supports and complements the central London economy. Employment-led development will be largely concentrated south of Old Street and Clerkenwell Road, but also encouraged in other parts of the area particularly along major routes (Farringdon Road, Rosebery Avenue, Goswell Road and City Road). Creative industries and Small/Medium Enterprises (SMEs), which have historically contributed significantly to the area, will be supported and encouraged. Accommodation for small enterprises will be particularly encouraged.
- 10.6 Part F (i) of Policy DM5.1 sets out 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, particularly for small businesses. Supporting paragraph 5.10 of the Development Management Policies clarifies what will be expected by policy DM5.1 in terms of flexible design features to help ensure adaptability to changing economic conditions and occupants (including small and medium businesses), this includes:
- adequate floor to ceiling heights (at least 3 metres of free space);
 - Strategic lay-out of entrances, cores, loading facilities and fire escapes to allow a mix of uses;
 - Grouping of services, plumbing, electrics, cabling, communications infrastructure and circulation;
 - Flexible ground floor access systems, and
 - Good standards of insulation.
- 10.7 The internal alterations will allow for cellular units on the upper floors to cater for SMEs, high ceilinged units all of at least 3 metres, and a new lift core to cater for a wider range of needs. The ground floor unit at no. 28 can be accessed from two entrances, enabling it to be subdivided into two smaller workspaces if required. The proposed new and reconfigured B1 floorspace across the site has access at each level. As a result the proposals will ensure enhanced provision of flexible business floorspace with specifications and facilities to meet the needs of a variety of modern businesses, particularly micro, small and medium sized enterprises.
- 10.8 As a result the provision of additional B1 floorspace and its design is considered to meet the requirements of policy CS13 of the Core Strategy, policy DM5.1 of the Development Management Policies, and the needs of small or micro enterprises as required by policy BC8 of the Finsbury Local Plan, and is acceptable in this regard.

Design and Conservation

- 10.9 Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural interest which it possesses. Section 72 (1) of the Act requires the Local Authority to pay special

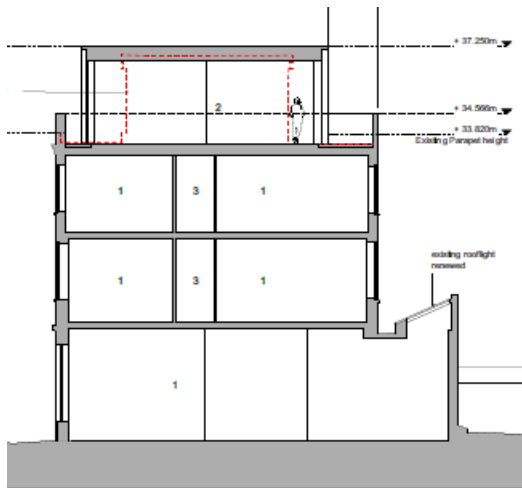
attention to the desirability of preserving the character and appearance of Conservation Areas within their area.

- 10.10 Under the National Planning Policy Framework Listed Buildings and Conservation Areas are considered designated heritage assets. Under paragraph 128 applicants are required to describe the significance of heritage assets affected by a proposal, including any contribution made by their setting.
- 10.11 Paragraphs 132 – 134 state that great weight should be given to an asset's conservation in a manner appropriate to its historic significance. Significance is defined in the NPPF as: "the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic."
- 10.12 Paragraph 134 of the NPPF sets out that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 10.13 The scheme proposes the demolition of the existing roof terrace and roof pavilion and associated structures at third floor level at nos. 25-27 and 28-35 Easton Street and the erection of a single storey roof extension across both 25-27 and 28-35 Easton Street.

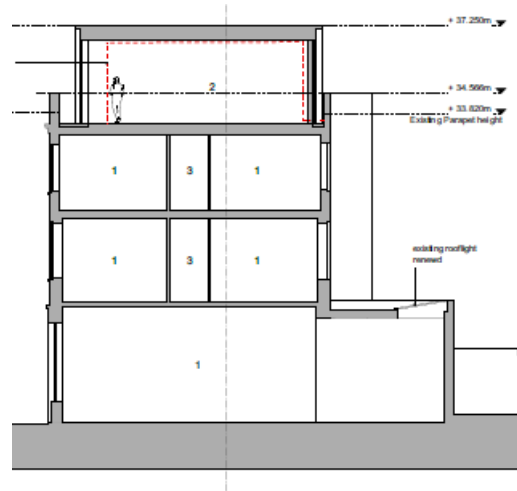


- 10.14 Both the Rosebery Avenue Conservation Area Design Guidelines (CADG) and the Urban Design Guide (UDG) 2017 make reference to roof extensions or new dormers however the context for this guidance relates to residential properties rather than commercial properties. A key UDG objective is that development should contribute to the vitality and mix of uses on commercial streets and main roads.

- 10.15 The proposed works amount to the replacement and enlargement of the existing structures at third floor level and are not considered to conflict with the aims of the CADG or the Urban Design Guide in this regard.
- 10.16 In considering applications for extensions and refurbishment, the CADG also sets out that the Council will normally require the use of traditional materials. For new development, materials should be sympathetic to the character of the area, in terms of form, colour, texture and profile. On all redevelopment, extensions and refurbishment schemes the Council expects to see the use of appropriate materials such as stock brick, render, stone, timber windows and slate roofing, which will blend with and reinforce the existing appearance and character of the area.
- 10.17 Following consultation with the Design and Conservation Officer, the appearance and use of materials was revised from the proposed use of 'hit and miss' brickwork to the use of Bronze Aluminium Mesh as part of the front elevation of the roof extension and Sandblasted/frosted opaque glazed units as part of the rear elevation of the roof extension. Whilst these changes are considered to have sufficiently addressed the Design and Conservation Officer's concerns, it is recommended that a condition is attached requiring details of the external materials to be submitted and approved prior to commencement of works.
- 10.18 The site adjoins the rear of Grade II listed buildings at no's 44 to 47 Wilmington Square as part of a terrace of Listed Buildings. Policy DM2.3 of the Development Management Policies requires the significance of Islington's listed buildings to be conserved or enhanced. New developments within the setting of a listed building are required to be of good quality contextual design. New development within the setting of a listed building which harms its significance will not be permitted unless there is a clear and convincing justification, and substantial harm will be strongly resisted.
- 10.19 The proposed roof extension would be visible in public views of the Listed Terrace at Wilmington Square. Whilst the proposals have some negative visual impact on the listed terraced houses facing the square (when viewed from the central garden), and views from the street are likely to be limited. While there is some harm to the setting of the listed buildings the harm would be less than substantial.
- 10.20 The scheme provides a number of public benefits including a significant uplift in office floorspace and improvements to the building's façades. As a result the public benefits of the scheme are considered to outweigh any perceived less than substantial harm to heritage assets.
- 10.21 An objection was received concerning the design of roof extension stating that it should be contemporary. Whilst the Design and Conservation officer has noted that contemporary set back roof extensions should read as clear 'lightweight' and visually contrasting additions, in this instance the bronze anodised aluminium clad vertical sections are considered to be an acceptable response to the site's context subject to condition requiring details of the materials to be formally approved prior to commencement of works.



Section through no. 28 adjacent to rear of Wilmington Square



Section through no. 25 adjacent to rear of Yardley Street

- 10.22 An objection was received raising concerns that the impact on the heritage assets is more substantial than is described in the submitted heritage assessment. Consideration has been given to the scale of the existing structures on the site, the scale of the enlarged roof extension and the design, appearance and use of materials. The Design and Conservation Officer concludes that the harm to heritage assets is less than substantial and this is considered to be outweighed by public benefits. Therefore the proposals are considered to accord with policy DM2.3 and guidance contained within the NPPF, the CADG and UDG.

Accessibility

- 10.23 The proposals result in step-free access and lift provision to each floor along with accessible toilets, cycle parking including one accessible visitors parking space, and kitchen facilities which is an improvement on the existing situation within the building.
- 10.24 Given the site's constraints, the proposal is considered to generally conform to accessible standards set out within the Inclusive Design In Islington Supplementary Planning Document and conform to Policy DM2.2 (Inclusive Design) of the Development Management Policies (2013).

Neighbouring Amenity including Sunlight and Daylight

- 10.25 The proposal would create a single storey roof extension at third floor level and include external alterations to the building's facades. The works result in the reconfiguration, repositioning and reduction in the extent of the existing commercial roof terrace area to 30 square metres at third floor roof level of no. 28, (now limited to the south eastern end of the site, adjacent to Rosebery Avenue).
- 10.26 Part X of Policy DM2.1 requires new development to provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments,

overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook.

10.27 The north-eastern boundary of the site adjoins the rear boundaries of the rear gardens of the residential properties at no's 44 to 47 Wilmington Square. There is an existing level of overlooking between the first and second floors of the existing office buildings on the site, the existing third floor roof terrace which runs along the north eastern boundary, and the rear of the residential properties at Wilmington Square and Yardley Street. The rear elevation of the proposed roof extension is separated from these properties by approximately 12 metres.

10.28 The rear elevation to the proposed roof extension to no. 25 would comprise opaque glazing and the rear elevation to the roof extension to no. 28 would comprise bronze aluminium panels, opaque glazing and bronze rainscreen cladding.



View of existing roof terrace on south-western elevation



View of existing roof terrace on north-western elevation

- 10.29 The proposals result in a reduction in the extent of the existing roof terrace and repositioning towards the south-eastern corner of the site. There would be no access beyond the proposed roof extension except for maintenance, which is a reduction on the existing situation, and in this regard the proposals would represent a reduction in the potential for overlooking. As a result of the position, design and materials of the extension, the proposals would not result in an increase in overlooking towards the residential properties nor loss of privacy and are acceptable in this regard.
- 10.30 This reduction in the extent of the roof terrace and increase in separation from the adjacent residential properties would reduce the potential for noise disturbance from the users of the terrace.
- 10.31 The proposed third floor roof extension to no. 25 would result in an infill of the space between the existing structures at no's 23-24 and no 28 Easton Street. This element of the extensions would be set back from the boundary with the Wilmington Square rear gardens by 8.4 metres and the infill extension would be 3.1 metres to match the existing height.
- 10.32 The proposed roof extension to no's 28 Easton Street would replace the existing structures on this part of the site, which occupy much of the existing third floor level adjacent to the rear façade and whilst there would be an enlargement on the footprint at third floor level, the majority of the extension would be set back from the rear façade by 2 metres. The height of the replacement structure would be

marginally increased in height by 0.7 metres measuring 2.7 metres high above the existing parapet wall.

10.33 Consideration has been given to the set back of the extension from the nearest residential properties at Wilmington Square and Yardley Street, the revisions to the proposed lift shaft and the nature of the dense urban and central location of the site as well as the statutory listing of these properties. The proposed increase in height, bulk and massing and footprint of the existing structures at third floor level would not result in an overbearing impact or increase in sense of enclosure. The impact of the proposed works is not considered to be so significant as to result in a material loss of amenity to the adjacent residential properties in terms of enclosure, dominance or outlook and is therefore acceptable in accordance with policy DM2.1.

10.34 Daylight and Sunlight: The application has been submitted with a sunlight and daylight assessment. The assessment is carried out with reference to the 2011 Building Research Establishment (BRE) guidelines which are accepted as the relevant guidance. The supporting text to policy DM2.1 identifies that the BRE 'provides guidance on sunlight layout planning to achieve good sun lighting and day lighting'. During the course of the assessment of the application and following public consultation additional comments and information in relation to the impact on neighbouring amenity including levels of Daylight and Sunlight were received in a letter including a Waldram Diagram.

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

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

And

The daylight distribution, as measured by the No Sky Line (NSL) test where the percentage of floor area receiving light is measured, is not reduced by greater than 20% of its original value.

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

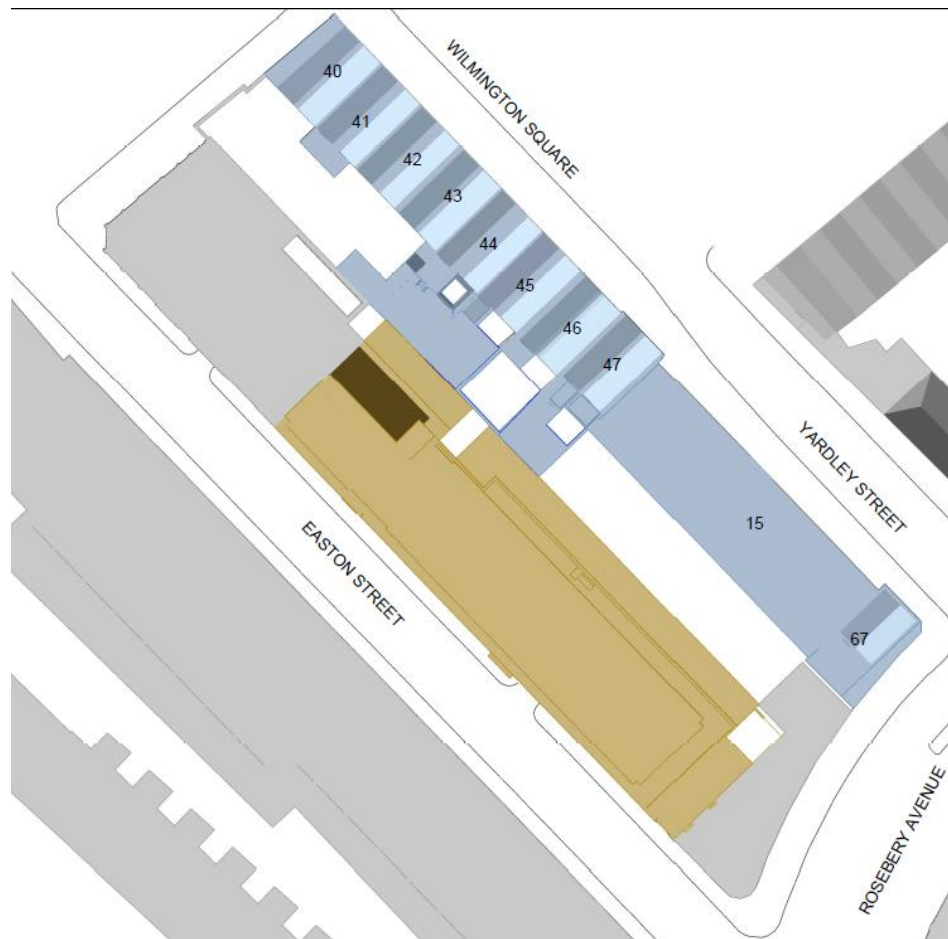
In 1 year the centre point of the assessed window receives more than 1 quarter (25%) of annual probable sunlight hours (APSH), including at least 5% of Annual Winter Probable Sunlight Hours (WSPH) between 21 Sept and 21 March – being winter; and less than 0.8 of its former hours during either period.

In cases where these requirements are breached there will still be no real noticeable loss of sunlight where the reduction in sunlight received over the whole year is no greater than 4% of annual probable sunlight hours.

- 10.37 Where these guidelines are exceeded then sunlighting and/or daylighting may be adversely affected. The BRE Guidelines provide numerical guidelines, the document though emphasizes that advice given is not mandatory and the guide should not be seen as an instrument of planning policy, these (numerical guidelines) are to be interpreted flexibly since natural lighting is only one of many factors in site layout design.

Analysis of Daylight Losses for Affected Properties

- 10.38 Residential dwellings at the following properties listed and detailed on the map below have been considered for the purposes of sunlight and daylight impacts as a result of the proposed development:
- 10.39 40-47(Inclusive) Wilmington Square: The report and additional letter sets out that no windows on the adjacent residential properties at Wilmington Square would fail the British Research Establishment Guidelines (BRE) Vertical Sky Component (VSC) Test.
- 10.40 15 Yardley Street: The report concludes that two windows at 15 Yardley Street would fail the VSC Test (30% losses). The associated two kitchens affected would lose 46 percent and 49 percent of their existing daylight. Due to the low level of existing light, the actual daylight area lost would only be 1.05 and 1.08 square metres. It is apparent that the over sailing access decks are inhibiting the ability of the rooms to receive daylight.
- 10.41 An additional two kitchen windows at second floor level, whilst passing VSC, the rooms they serve would experience losses of 0.29 and 0.41 daylight distribution. Again, due to the low area of existing lit, the actual loss of lit area would be 1.05 and 0.85 square metres.
- 10.42 As a result, the impact on the quantified small areas is not considered to be so significant as to sustain the refusal of the application on this basis.
- 10.43 67 Rosebery Avenue: The report confirms that no windows on this residential property would fail the British Research Establishment Guidelines (BRE) Vertical Sky Component (VSC) Test.



Analysis of Sunlight Losses for Affected Properties

40-47(Inclusive) Wilmington Square: The living room of no. 44 would see an overall reduction to four hours of winter sun amounting to a 43% loss of previously received winter sun however the APSH would exceed the BRE requirements. 43 Wilmington Square ground floor kitchen would lose 67% winter sun, but comfortably exceed APSH. At 45 Wilmington Square two basement kitchen would lose 42 % and 44% APSH. No change to winter sunlight hours. At no. 47 the ground floor kitchen window would lose 32% of APSH and would lose one hour of winter sun. The first floor living room window would lose 50% of winter sun however the APSH would exceed the BRE requirements.

10.44 15 Yardley Street: The report confirms out that no windows on the residential properties here would fail the APSH assessment method.

10.45 67 Rosebery Avenue: The report confirms out that no windows on this residential property would fail the APSH assessment method.

10.46 All other tested windows would be in accordance with the BRE Guidelines for sunlight.

10.47 Therefore the impact on the proposals on the levels of daylight and sunlight of the neighbouring residential properties is considered to be acceptable.

Noise

- 10.48 The proposals includes the installation of fixed external plant for ventilation purposes within the external courtyard of the basement and ground floor levels and for emergency purposes, two additional external smoke extract plants are proposed at third floor level. The Council's Acoustic Officer has reviewed the submitted documents following discussions with the applicant's noise consultants, and has not raised an objection subject to conditions concerning a Noise Report relating to the plant equipment, use of a timer to control the hours of operation of the plant equipment and a Written Code for management of noise from emergency plant equipment. The impact of the proposals on the amenity of neighbouring occupiers is acceptable subject these conditions.
- 10.49 In summary the proposal would not conflict with the aims of Policy DM2.1 of the Islington's Development Management Policies with regards to the protection of neighbouring amenity or with Policies 7.4 and 7.6 of the London Plan in terms of potential harm to residential amenity and is therefore acceptable in this regard.
- 10.50 Objections have been received expressing concerned that the proposals would result in an overbearing impact, as well as an increase in sense of enclosure, overlooking and loss of privacy to the rear of the Wilmington Square residential properties and regarding the increase in height. At paragraphs 10.29 to 10.33 consideration has been given to the position and proximity of the proposed roof extensions to the adjacent residential properties on Wilmington Square and the existing relationship and structures on site. There is not considered to be a significantly harmful impact in terms of overbearing impact, loss of outlook or increase in sense of enclosure of these properties as to justify refusal on this basis.
- 10.51 Objections have been received concerned that the proposals would result in a loss of daylight and sunlight to the residential properties at 44-47 Wilmington Square and Yardley Street and fails to meet BRE Guidelines. The findings of the BRE report and additional information have been considered in paragraphs 10.35 to 10.46 and conclude that having regard to the central urban context of the site and the modest increase in massing proposed, the scheme would not result in a significantly harmful impact on the amenities of the surrounding properties in terms of levels of daylight and sunlight as to warrant refusal of the application.
- 10.52 An objection has been received concerned that the proposals do not provide detail as to mitigation from impact of increased noise disturbance. The impact of the proposals has been assessed by the Acoustics Officer as set out in paragraph 10.48. The impact on the amenity of neighbouring occupiers is considered to be acceptable subject conditions set out above and listed at the end of this report.

Highways and Transportation

- 10.53 Policy DM8.6 sets out that provision for delivery and servicing should be provided off-street, particularly for commercial developments over 200m² gross floor area, in order to ensure proposed delivery and servicing arrangements are acceptable. A Transport Assessment and Delivery and Servicing Plan has been submitted. In line with the existing arrangements, servicing and deliveries will continue to be

undertaken via the Easton Street carriageway and are acceptable subject to a condition requiring a Construction Method Statement.

- 10.54 An objection was received concerned that there would be an increase in congestion from parking. However Core Strategy policy CS10 requires all new developments to be car-free, which means no parking provision will be allowed on site and occupiers will not have the ability to obtain parking permits. Therefore there will be no material impact on traffic congestion as a result of the proposed works.
- 10.55 The requirements for cycle parking set out in Policy DM8.4 and Appendix 6 of the Development Management Policies applies to the creation of new office floorspace. Cycle parking is required to be provided at a rate of one space per every 80m² of new floorspace and needs to be secure, covered, conveniently located and step free. The scheme proposes 42 Cycle parking spaces of which 36 are for workers and 6 are for visitors including one accessible cycle parking space. The total provision of cycle parking accords with the requirements of Development Management Policy DM8.4 (Walking and cycling). As such, the scheme complies with the Councils transport policies.
- 10.56 The Council's highways officer has made comments regarding the access arrangements for construction and commented that a Construction Management Plan including a site layout plan would need to be submitted. Therefore it is recommended that a condition is attached requiring a Construction Management Plan which includes details to address the matters outlined above.

Other Matters

- 10.57 An objection was received commenting that the roof terrace and air conditioning are not required by shared workspace users. However the council's policies do not object to the principle of plant equipment for a commercial property or alterations to existing plant equipment. Whilst there is no requirement for a roof terrace for a commercial property, it does provide an amenity benefit and provided there is no undue amenity impact, the principle of such a roof terrace is acceptable. Therefore it would be unreasonable to refuse the application on this basis.
- 10.58 The Community Infrastructure Levy (CIL) Regulations 2010, part 11 introduced the requirement that planning obligations under section 106 must meet three statutory tests, i.e. that they (i) necessary to make the development acceptable in planning terms, (ii) directly related to the development, and (iii) fairly and reasonably related in scale and kind to the development. Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), the Mayor of London's and Islington's Community Infrastructure Levy (CIL) will be chargeable on this application on grant of planning permission. This will be calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 and the Islington adopted Community Infrastructure Levy Charging Schedule 2014.

11. SUMMARY AND CONCLUSION

Summary

- 11.1 The proposal is for the demolition of the existing roof pavilion and associated structures at Nos. 25-27 Easton Street and 28-35 Easton Street, and the erection of single storey roof extensions to both buildings at third floor level together with external alterations including alterations and extension to the existing building parapet by 750mm, installation of double height windows at ground floor level, creation of a new principal entrance to no.28 and reinstatement and lowering of the entrance to no. 25.
- 11.2 The provision of additional B1 floorspace and its design is considered to meet policy requirements and is acceptable. The design of the proposal is considered to be acceptable and would not detract from the character and appearance of the host building, surrounding conservation area and setting of adjoining listed buildings. The statutory duties under Section 66 (1) and Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 are met. Whilst the proposal would impact on the amenity of the neighbouring properties, having regard to the central urban location of the site and the minimal increase to the bulk, height and massing of the existing building, the harm is considered to be acceptable. The impact of the proposal in terms of overlooking, sense of enclosure and noise is considered to be acceptable. It is recommended that conditions are attached to minimise the impact of any noise disturbance to an acceptable level.
- 11.3 The proposed development is considered to accord with the policies in the London Plan, Islington Core Strategy, Finsbury Local Plan, Islington Development Management Policies and the National Planning Policy Framework and as such is recommended for an approval subject to appropriate conditions.

Conclusion

- 11.4 It is recommended that planning permission be granted subject to conditions as set out in Appendix 1 - RECOMMENDATION.

APPENDIX 1 – RECOMMENDATIONS

RECOMMENDATION A

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

List of Conditions:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list
	<p>CONDITION: The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>PL 100 01 P1; PL 100 02 P1; PL 100 03 P1; PL 101 00 P1; PL 101 01 P1; PL 101 02 P1; PL 101 03 P2 15.03.17; PL 101 04 P2 15.03.17; PL 101 05 P1; PL 101 06 P1; PL 101 07 P1; PL 102 01 P3 15.03.17; PL 102 02 P1; PL 102 03 P1; PL 102 04 P1; PL 102 05 P1; PL 102 06 P1; PL 102 07 P1; PL 102 08 P1; PL 103 01 P2 08.02.17; PL 103 02 P3 15.03.17; PL 103 03 P1; PL 103 04 P1; PL 103 05 P1; PL 103 06 P1; PL 103 07 P2 16.0317; PL 103 08 P1; 1.1 Cladding Amendments; 1.2 Cladding Amendments; 1.3 Massing Models 16-03-17; 1.4 Massing Models - Relationship between the rear of No. 25 & Wilmington Square Properties 16-03-17; Letter from Nathaniel Lichfield and Partners dated 5 December 2016 ref: 15003/IR/TN/12876049v1; Letter from Nathaniel Lichfield and Partners dated 9 February 2017 ref: 15003/IR/TN/13292935v3; Design & Access Statement 1503_315_161115 - Easton Street - November 2016; Economic Statement dated 5 December 2016 ref: 15003/IR/RN; Heritage; Townscape and Visual Impact Assessment dated December 2016 ref: 15003/IR/NBi/KD; Planning Statement dated 5 December 2016 ref: 15003/IR/HW/TN; Daylight and Sunlight Report 28 November 2016; Energy statement revision P4; Framework Construction Logistics Plan 01 December 2016 ref: WIE12080-100-R-4-2-3-CLP dated 01/12/16; Framework Travel Plan 01 December 2016 WIE12080-100-R-3-4-3-Framework Travel Plan dated 01/12/16; Heritage; Townscape and Visual Impact Assessment Appendix 4: Assessment of Representative Views December 2016; Planning Noise Assessment ref: WIE12080-100-R-1.3.3-IU Issue 003 dated December 2016; Service & Delivery Management Plan 01 December 2016 WIE12080-100-R-2-4-3-SDMP dated 01/12/16; STATEMENT OF COMMUNITY INVOLVEMENT December 2016; SUSTAINABLE DESIGN AND CONSTRUCTION STATEMENT Dec 2016 - Rev G 20160122; Transport Statement 01 December 2016 WIE12080-100-R-1-4-3-TransportStatement dated 01/12/16; Daylight and Sunlight Assessment Explanatory Note;</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</p>

	planning.
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) render (including colour, texture and method of application); c) window treatment (including sections and reveals); d) roofing materials; e) balustrading treatment (including sections); f) Bronze aluminium mesh g) Sand blasted/frosted opaque glazed units; h) Any other materials to be used. <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	Construction Method Statement
	<p>CONDITION: No development (including demolition works) shall take place on site unless and until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:</p> <ul 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 construction works <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 adversely impact on neighbouring residential amenity due to its construction and operation.</p>
5	Plant Equipment Noise Levels
	<p>CONDITION: The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level $L_{Aeq, Tr}$ 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 $L_{AF90, Tbg}$. The measurement and/or prediction of the noise should be carried out in accordance</p>

	<p>with the methodology contained within BS 4142: 2014.</p> <p>REASON: For the protection of neighbouring amenity.</p>
6	Timer for Plant Equipment
	<p>CONDITION: Prior to the hereby approved plant equipment being used, a timer shall be installed limiting the operation of VRF units to between the hours of 07:00 to 19:00 each day only. The VRF units shall not be operated outside of these hours and the timer shall be maintained as such thereafter, unless an appropriate mitigation strategy has been submitted to and approved by the Local Planning Authority demonstrating that the plant equipment being used outside of the hours of 07:00-19:00 comply with the requirements of condition 5.</p> <p>REASON: For the protection of neighbouring amenity.</p>
7	Management of Plant Equipment Noise
	<p>CONDITION: This approval is subject to the prior written approval by the Local Planning Authority of a written code for the management of noise from emergency plant and equipment, the subject of this consent. The code shall be submitted to and approved prior to the commencement of the use to which this consent relates. The code shall be fully implemented and operated at all times in accordance with the approved details. The management code shall identify measures to reduce the impact of the noise on the community. The Management code shall include measures to address the following matters:</p> <ol style="list-style-type: none"> 1. The testing of equipment not to take place between the hours of 1800 and 0800 on any day, and not at any time on Sundays, Bank Holidays or after 1300 on a Saturday. 2. The duration of the testing to be commensurate with the test requirements and not to exceed one hour. 3. A list of potential residential receptors to be drawn up and those receptors to be given advance written notification of the time and date of the test. 4. The acoustic design and control of the fixed plant and equipment to meet a criterion of a rating level, measured or calculated at 1m from the façade of the nearest noise sensitive premises, of not more than 5dB(A) above the existing background noise level (LA90). The rating level to be determined as per the guidance provided in BS4142:2014. 5. A report to be commissioned by the applicant, using an appropriately experienced & competent person, to assess the noise from the plant and machinery. The report is to be submitted to, and approved in writing by the Local Planning Authority, and any noise mitigation measures shall be installed before the commencement of the use hereby permitted and permanently retained thereafter. <p>REASON: For the protection of neighbouring amenity.</p>
8	Cycle Storage
	<p>CONDITION: The bicycle storage area(s) hereby approved, shall be provided prior to the first occupation of the development hereby approved as shown on drawing no. PL10101P1 and maintained as such thereafter.</p>

REASON: To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.
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List of Informatives:

1	Positive Statement
	<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 accordance with the requirements of the NPPF.</p>
2	Community infrastructure Levy (CIL)
	<p>CIL 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 London Borough of Islington Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). These charges will be calculated in accordance with the London Borough of Islington CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at cil@islington.gov.uk. The Council will then issue a Liability Notice setting out the amount of CIL payable on commencement of the development.</p> <p>Further information and all CIL forms are available on the Planning Portal at www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil and the Islington Council website at www.islington.gov.uk/cilinfo. Guidance on the Community Infrastructure Levy can be found on the National Planning Practice Guidance website at http://planningguidance.planningportal.gov.uk/blog/guidance/community-infrastructure-levy/.</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 and Planning Policy Guidance (PPG) seek to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF and PPG are material considerations and have been taken into account as part of the assessment of these proposals.

2. Development Plan

The Development Plan is comprised of the London Plan 2016, Islington Core Strategy 2011, Development Management Policies 2013, Finsbury Local Plan 2013 and Site Allocations 2013. The following policies of the Development Plan are considered relevant to this application:

A) The London Plan 2016 - Spatial Development Strategy for Greater London

Policy 7.4 Local Character
Policy 7.6 Architecture

B) Islington Core Strategy 2011

Strategic Policies

Policy CS 7 - Bunhill and Clerkenwell
Policy CS 8 – Enhancing Islington's character
Policy CS 9 - Protecting and enhancing Islington's built and historic environment
Policy CS 10 – Sustainable Design

C) Development Management Policies June 2013

- Policy DM2.1 – Design
- Policy DM2.2 – Inclusive Design
- Policy DM2.3 – Heritage
- Policy DM5.1 - New business floorspace
- Policy DM5.4 - Size and affordability of workspace
- Policy DM7.1 - Sustainable design and construction
- Policy DM7.2 - Energy efficiency and carbon reduction in minor schemes
- Policy DM7.4 – Sustainable Design Standards
- Policy DM8.4 - Walking and cycling
- Policy DM8.5 - Vehicle parking

D) Finsbury Local Plan (June 2013)

- Bunhill & Clerkenwell Key Area
- Mix of uses

3. Designations

Rosebery Avenue Conservation Area

4. SPD/SPGS

Urban Design Guidelines 2017
Conservation Area Design Guidelines
Environmental Design SPD
Inclusive Design SPD